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ABSTRACT

One of the products resulting from the Adult Career Education in Corrections Program of the University of Hawaii (a national effort initiated in 1972 and implemented within a regional framework with local participation), this volume is intended to serve as a supplemental resource for use with a generalized model (see related note) for planning, implementing, and evaluating programs of adult career education in corrections. The volume is comprised of articles divided into seven major topical areas which correspond to the seven major functions of the model: establish conceptual framework (fourteen articles), process system information (three articles), assess needs for career education (two articles), define/develop goals/subgoals/objectives (three articles), formulate adult career education plan (eight articles), implement adult career education plan (sixteen articles), and evaluate adult career education system (one twenty-page article). The articles were written by a wide range of professionals in the fields of corrections, education, economics, sociology, and psychology. (SH)

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# PERSPECTIVES FOR CAREER EDUCATION IN CORRECTIONS

T. A. Ryan, Editor

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

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# INTRODUCTION

> The mood and temper of the public in regard to the treatment of crime and criminals is one of the most unfailing tests of any country. A calm, dispassionate recognition of the rights of the accused and even of the convicted criminal, against the state, a constant heart-searching by all charged with the duty of punishment, a desire and eagerness to rehabilitate in the world of industry those who have paid their dues in the hard coinage of punishment, tireless efforts toward the discovery of curative and regenerative processes; unfailing faith that there is a treasure, if you can only find it, in the heart of every man; these are the symbols which, in the treatment of crime and the criminal, mark and measure the stored-up strength of a nation, and are sign and proof of the living virtue within it.
>
> Winston Churchill

New and innovative programs which will enable offenders to return to and function successfully in today's real-life environment are vitally important and desperately needed. Most offenders lack the skills needed for effective decision-making and employment; they need assistance in the areas of social responsibility, work attitudes, and self-fulfillment. Too often upon release, offenders not having obtained the skills or attitudes needed to lead a crime-free life, are "forced" to revert to criminal behaviors. If we truly want to rehabilitate offenders so they can become effective, successful, and contributing members of society, it is incumbent upon us (society) to provide the opportunities for offenders to learn, re-learn, or acquire those skills and attitudes they have heretofore not obtained. As McCollum so succintly states: "Nothing in the deprived life of many of them (offenders) has served to teach them to survive in an alien culture, the middle-class, work-a-day world in which most of us are comfortable" (McCollum, 1973, p. 9).

A significant effort to meet these needs of offenders is the Adult Career Education in Corrections Program of the University of Hawaii. The program was initiated in 1972 in response to demands of corrections and adult education for improvements to better meet the needs of society and the clients and staff of corrections. The Adult Career Education in Corrections Program is a national effort, implemented within a regional framework with local participation, aimed at equipping clients in the nation's corrections settings with the knowledge, skills, and attitudes for productive participation in society, and providing corrections staff with the opportunity for continuing career development leading to meaningful and rewarding vocational, avocational, social, personal, and civic pursuits. A major product of the program is a generalized model for planning, implementing, and evaluating programs of adult career education in corrections (Ryan, Hatrak, Hinders, Keeney, Oresic, Orrell, & Wells, 1975). To aid users of the model, this adjunct volume was developed and is intended to serve as a supplemental resource for use with the Model. As such, this publication is divided into seven major sections which correspond to the seven major functions of the Model:

1.0 Establish Conceptual Framework

2.0 Process System Information

3.0 Assess Needs for Career Education

4.0 Define/Develop Goals/Subgoals/Objectives

5.0 Formulate Adult Career Education Plan

6.0 Implement Adult Career Education Plan

7.0 Evaluate Adult Career Education System

Each section contains one or more articles related to the central topic which were written by a wide range of experts in the fields of corrections, education, economics, sociology, and psychology. It should be noted that a variety of viewpoints is evident as no philosophical or policy restrictions were imposed upon the authors.

This publication will be of most benefit to the reader if it is used in conjunction with the Model of Adult Career Education in Corrections (Ryan, et al., 1975). The value of these two volumes has previously been demonstrated, between 1972 and 1975, when selected correctional personnel from corrections institutions and agencies throughout the United States participated in regional seminars and produced 168 adult career education delivery systems. It is expected that by utilizing these two volumes to produce delivery systems of adult career education in corrections, the career education needs of offenders will be more effectively met, and, hopefully, offenders will then return to society as successful, self-fulfilled, participating citizens.

Deep appreciation and acknowledgment are extended to the authors of the articles included in this volume for the time and effort they have expended to develop a substantive supporting volume to the Model of Adult Career Education in Corrections.

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Honolulu, Hawaii, March 1975 T. A. Ryan

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# ESTABLISH

# CONCEPTUAL

# FRAMEWORK

# (1.0)

# Introduction

When one is interested in developing a delivery system for adult career education in a corrections setting, the first step must be to establish a conceptual framework. The conceptual framework sets forth the rationale explaining the reasons for the delivery system, and describes the elements needed in the program (Ryan, Hatrak, Hinders, Keeney, Oresic, Orrell, & Wells, 1975).

The first three papers, those of Brinkman, Schuller, and Sybouts, provide an introduction to setting up the entire delivery system as well as serving to introduce the function of establishing a conceptual framework. Brinkman emphasizes the need for keeping the overall goal in mind during all facets of planning, implementing, and evaluating the program. Schuller discusses the possibility of being hindered by "bumpy, lumpy, slumpy, dumpy, thinking." And, Sybouts describes the decision-making process and how it can affect the overall development/implementation process.

Two important steps in establishing the conceptual framework are those of describing the current and ideal situations. The remaining papers in this section are concerned with these two areas. McCollum discusses the difference between "progress" and "change;" Warren and Kush look at the changing world of work and social changes, and discuss some of the ramifications of these changes; Deppe emphasizes the need to take a realistic look at corrections, and in so doing, to abandon questionable myths, strengthen promising trends, search for viable alternatives, and recognize the progress made.

In somewhat the same vein, Hayball discusses the California system fo justice and points out areas of needed change; MacDougall also points out areas of needed change in order to make prisons "highways to new futures," instead of "dead-end streets." Chaneles, Galvin, and Sweetland all discuss new and existing trends with which corrections, as well as other public insitutions must cope. Hall, while discussing the current situation of corrections also offers suggestions as to why career development programs may be more successful than many other current programs in meeting offender needs. Finally, Brinkman and Kapelus focus on offenders and discuss assumptions about them which must be considered when establishing the conceptual framework for a delivery system of adult career education in a corrections setting.

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# LET US BEGIN

Gervase Brinkman
Joliet Correctional Complex
Joliet, Illinois

There is an old fable of the Owl and the Grasshopper which I hope not all of you have heard. According to this fable the grasshopper had a problem. It concerned the fact that he suffered each winter from severe pains due to the cold. After a number of these winters, in which all of the grasshopper's known remedies were of no avail, he presented his case to the wise old owl. The owl listened patiently to the grasshopper's tale of woe. When the grasshopper had finished, the owl gave a simple solution: "Turn yourself into a cricket and hibernate during the winter." The grasshopper looked at the owl with a gladness and then jumped joyously away. The winter came, the grasshopper tried, and he suffered. Dragging with misery he came back in the early spring to the owl. "I was not able to put your plan into action. Perhaps I did not know how. Could you tell me how to perform this change from grasshopper to cricket." The owl looked at him and then said rather curtly: "I gave you the principle. It is up to you to work out the details."

I mention this fable because something almost opposite may happen. You may be so overwhelmed with details that the principles you have learned and appreciate may not be applied. From that possible tragedy comes my recommendation: formulate your goals and objectives.

Let me discuss the word "goal" in its ontological setting. According to philosophy there are four causes inherent in every operation: the efficient cause, material cause, formal cause, and final cause or goal. Apply these causes to a lectern. For the sake of example, let's say I made it. What are the operating causes?

Efficient cause - myself
Material cause - wood
Formal cause - the shape and form this wood took under my labor
Final cause - the goal I had in mind when I started

Now here is the important point to remember. The final cause (or goal) must be the first thing in my mind, it must continue in my mind throughout the entire operation, and it is the last thing to be achieved. Suppose that at any step in the process of making this lectern, I had forgotten what I had wanted to make and what I had in mind. I might conceivably buy styrofoam instead of wood. I might conceivably use small nails instead of screws. And I might conceivably produce something altogether different than what I had intended in the first place. Keep that definition in mind. A goal is the first thing you have in your mind; it is the last thing to be achieved; and from the beginning to the end it remains in your mind throughout the entire operation.

What are your goals? Remember, those goals must be there. This is not action to be performed at some future date. This is necessary action now. Otherwise, you are dragging your feet, spinning wheels in a snow draft, "great sound and fury signifying nothing", or the old Horatian verse: "parturiunt montes, nascitur ridiculus mus;" "The mountains are in labor, and they produce a riduculous mouse."

Do you have formalized goals from this seminar? What are they? (Don't answer. This is a purely rhetorical question.) I do not ask what were the goals presented to you by others during these days. They are suggestive and good. But what are your goals? And remember: before you go back to work, those goals must be there. This is not action to be performed at some future date. This is necessary action now. Otherwise, you are dragging your feet, spinning wheels in a snow drift, "great sound and fury signifying nothing." Otherwise this seminar has only proved the old Horatian verse: "parturiunt montes, nascitur ridiculus mus;" "The mountains are in labor, and they produce a ridiculous mouse."

Bernard Baruch gave an interview about the importance of goals on one occasion. A young man came to his park bench (Baruch was called the President's Park Bench Advisor) and asked what he had to do in order to become a millionaire. From this question came an interview. Mr. Baruch's advice to a hopeful millionaire, very briefly stated, was: "If you wish to be a millionaire, you must eat, sleep, dream money; sacrifice to make money; your first waking thought must be how you can make money, and your last prayer at night must be to beg whatever power you hope to invoke, how you can increase your fortune. If you wish to be a millionaire, you must subordinate everything to the thought of becoming a millionaire."

I realize that correctional work is not your only interest in life. You do have families, and golf games, and bridge tournaments, and neighborhood parties. But let me say this: During the forty hours each week you give to correctional work, give them totally and with single-minded dedication to the goals you have set.

In this context, I might mention a conversation I once had with Doctor Walter Grenier. Doctor Grenier is currently a Professor at Sangamon State University. He was formerly Chief of Staff Development and Training for the Illinois Department of Corrections. On one occasion he told me: "In our training we are trying to encourage our employees to be single-minded. When they walk through the door to work, they are to leave behind them (on the outside of that door) their personal problems, their home problems, their family problems. They are here for the men. They are being paid for their work with the men. And more, they should have the dedication to give those eight hours each day solely to and for the men." And he added rather wryly: "We're having a very hard job selling the idea."

One of the greatest wardens I have ever known was great because he set goals and for the 25 years in which he was head of the institution, he held unswervingly to these goals. May I tell you the story of Joseph E. Ragen, warden of the Joliet Correctional Complex from 1935 to 1960.

Joseph Ragen was a county sheriff. He was asked by the governor of the state to settle a little problem in one of the institutions. He did it successfully. Then he was asked by the same governor to take over the Joliet Correctional Complex which at that time was called Joliet-Stateville. He came into this complex when the only way to describe it was: "A real mess." There were 3,300 men in Stateville, in prison designed for 1,500. Of those 3,300 men, 1,600 had absolutely no jobs. The interior grounds of the compound were unrelieved clay--no bushes, no grass, no flowers. Construction shacks from previous construction still dotted the 64-acre compound. These had become the headquarters for certain strong-arm leaders and were used as bases of operation for all sorts of abuses ranging from muscling other residents to gambling and sexual perversion.

The newly appointed warden walked through the prison and then called a staff meeting. He looked at the men who had been working at Stateville for a long time and were accustomed to the status quo and possibly resistant to change. His meeting that first day was brief. "Gentlemen, I went through the prison today and did not like what I saw. Here is what I propose to do. This prison will become a place where a man will be safe, where there will be cleanliness, where there will be beauty, and where there will be programs and work for all."

These were his goals: "Security, cleanliness, beauty, work, and programs for all." How did he fulfill them? We need only look at the record.

## Security

During the time he was warden there was never an escape from within the walls. After the first year of administration there was never a murder committed while he was warden. And after the first year of his administration, there was never a serious injury either to guard or inmate while he was warden.

## Cleanliness

There was a statement current that you could eat off the floors of Stateville. Some of his detractors would ask: "Who wants to eat off the floors?" But there was more jealousy than critical judgment in the remark. I well remember a visit made by Howard Gill, Professor at American University in Washington, in 1956. Howard had been a rather outspoken critic of Stateville, calling it an archaic, monolithic monstrosity which should be destroyed. He spent an entire day touring the grounds. He was still at the institution at midnight. He looked under the tables, behind cabinets, under machines. I had an interview with him the following day, and he told me that he had never in his life seen a place so spotlessly clean and he marvelled that it could be accomplished. In this interview he added: "Perhaps I was wrong in the criticisms I made without really studying the plant."

## Beauty

Under Warden Ragen, the gardens in the prison were among the most beautiful in the country. Each year a half million flowers were planted in formal gardens. On various occasions they received the commendation of Better Homes and Gardens.

## Work and programs for all

How do you get 1,600 idle men to work? You plan ahead of time and then you fill the gap with make-work (if you please) until your plans can be put into effect. How did he fill the gap? He had carloads of black dirt hauled to the institution. Then he organized those 1,600 men with buckets, wash basins, wheel barrows, and they formed an endless line leading from the carloads of dirt to every part of the institutional compound. On those grounds today, the clay is covered by six to eight inches of black soil. There were men at the time who resented the idea of this endless human chain. They did not intend to burden themselves and so they ask the men filling their containers: "Only fill them half-full. We'll show that man!" And all through the operation, the warden smiled at these tactics because it kept the men moving even longer than would have been possible otherwise. And during the time this operation was going on, he put his other plans into effect. These covered several fields.

## Industry

He enlarged the soap plant and the furniture factory. He enlarged the tailor shop so that it was able to produce clothing for the entire resident population of both the Adult and Juvenile Divisions. He brought in a sheet metal industry which is still one of the finest we have. He brought in a book-bindery.

## Education

Warden Ragen certainly did not have more than a high school education. Some even said he did not have that! But he respected education and during the years he was warden he had a grade school with more than 200 students, a high school with more than 100 students. He inaugurated the first college program leading to the Associate of Arts Degree in any American prison. The first degrees were conferred at Stateville in 1956 and have been conferred annually since then. As a result of his work, we now have a Bachelor's program and during the past year a Bachelor's Degree has been given to seven graduates. He installed a vocational school which taught (and actually produced) printers, bricklayers, auto mechanics, body and fender men, sign painters and welders. He persuaded the state to allow him to start a barber college and it is accredited to give both the apprentice and registered barbers' license. Horticulture was a big vocational project. It was needed to raise those half-million plants. He built a green house and cold frames, brought in experts from the outside to teach the men and really did wonders, not only with the property, but with the men who worked it.

When he celebrated 25 years as warden, his employees gave him a party. I'll never forget part of the speech he gave: "I had a dream 25 years ago and it's a dream that has never left me. It is not yet achieved but I keep working that it may all come true."

There are some who say he would never have fit into our modern penology. They say he was too much of a dictator. I doubt both statements. Why? Because a man who actually possesses a goal and is possessed by it will have certain qualities (and Joseph Ragen had these qualities) which enable him to adapt to circumstances and times. He will be:

1. Flexible. He is not tied down to one method in pursuing his objectives. He will take an idea, look at it from all angles, play with it, consult and argue about it. He will be able to change directions and shift strategies. He will be able to give up his original perception of a problem and redefine it.

2. Open. Because the goal is so strong in his mind, he will be receptive of the views, the suggestions, and the ideas of others. He will constantly be looking at these ideas and trying to work them into his own goal. He recognizes the managerial principle which says that the whole is more than the sum of its parts and so he is constantly picking the brains of others in order to fulfill the goals he has set. Doctors Blake and Mouton have written an excellent book entitled: The Managerial Grid. In this book management is rated according to a "nine point scale" in two categories - concern for production and concern people. The highest form of management, according to their conclusions, is the nine-point-nine management which they define: "Work accomplishment is from committed people; interdependence through a 'common stake' in organization purpose leads to relationships of trust and respect." A man with a genuine goal and showing any type of leadership will aspire to this.

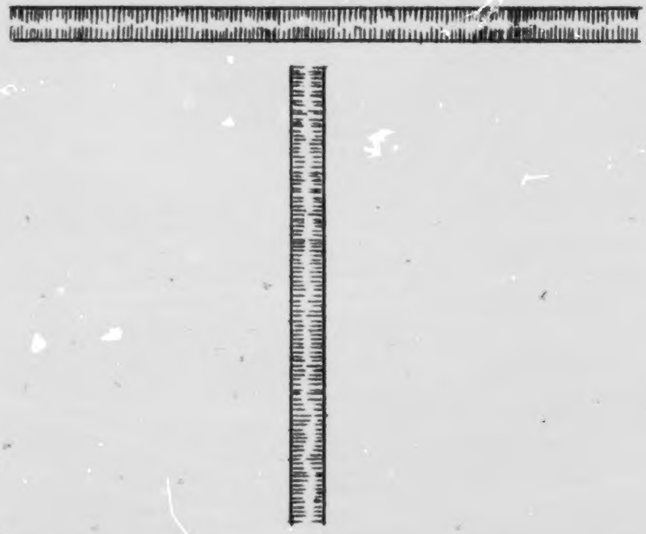
3. Capable of bringing order from diversity. Because he is so intent on achieving a definite goal, he will take the input of many, bring this input into the unity of his possessed goal, and put into operation.

John Gardner, in his book: Self-Renewal: The Individual and the Creative Society writes about moral decay and renewal:

> Many moderns would rather walk barefoot over coals than utter an outright expression of moral concern. They have to say it obliquely, mix it with scepticism or humor, or smother it with pessimism. But embarassment about the expression or moral seriousness is a disease of people far gone in affectation and

over-sophistication. Unaffected people will regard it as normal to consult their deepest values and to exhibit an allegiance to those values. And they will expect those values to influence their behavior within the limits of human fallibility. They will not think it odd or embarrassing to talk about them.

With this as a preface, I come to may final reason for indicating the necessity of setting for yourselves now strong goals and objectives. It is based upon what I would call the core of Christian teaching and is pictured in the graph below:



I call this the Verticle-Horizontal of human behavior. What does it mean? It is a verse from St. John which reads: "Because God has loved us, let us love one another." Isn't it a rather unusual change of grammar? Ordinarily we would expect: "Because God has loved us, let us love God." But no. The inspired apostle put it where the Divine Teacher actually put it - because God has loved each of us, let us act as reflectors of that love and love one another. Look into your hearts. God has loved you quite a bit. He has given you quite a bit. And to whom much has been given, there is an obligation to give much. Give it, and give it wholeheartedly and single-mindly to those men for whom you are working.

Some years ago I heard the former governor of Tennessee paraphase the verse-spiritual called the "Old Violin." I have never forgotten it. I hop you never will.

> It was battered, scarred, and the auctioneer
> Thought it scarcely worth his while
> To auction off the old violin
> As he held it up with a smile.
> "What am I bidden good people?" he cried

"Who'll start the bidding for me?
"A dollar? Who'll make it two?
"Two dollars and who'll make it three?
"Three dollars once, three dollars twice,
"And going..." But no
From the room far back a gray-haired man
Came forward and picked up the bow.

And brushing the dust from the old violin
And tightening up the strings
He played a melody pure and sweet
As sweet as an angel sings.

The music ceased and the auctioneer
In a voice that was quiet and low
Said: "What am I bid for the old violin"
As he held it up with the bow,
"A thousand dollars and who'll make it two
"Two thousand dollars and who'll make it three
"Three thousand once, three thousand twice
"And going and gone", said he.

The people cheered, but some of them cried
"We don't quite understand.
"What changed its worth?" Swift came the reply
"The touch of a master's hand"

And many a soul with life out of tune
And battered and torn with sin

why? Because we, members of the
good society have shown him no other
way
Is auctioned cheap to the thoughtless crowd
Are we among that crowd?
Much like that old violin.
A mess of pottage
we condemn him for taking it
A glass of wine
To seek temporary joy in a joyless
world
A game
What else have we given him
And he travels on
He is going once
we show no sympathy
He is going twice
"We thank you, Lord, we are not like
that publican!"
He is going and almost gone
"or robbers or extortioners"
Then the master comes

Gentle and sympathetic, loving because
he has been loved
And the foolish crowd
Quick to condemn, slow to help
and slower still to praise
Never can quite understand
Because they do not have the goals
of love and service
The worth of a soul
the genuine dignity of every human
being
And the change that's wrought
let us be dedicated to change
By the touch of a Master's hand
today that Master is saying to each
one of us: "you are my hands and my
feet; you are my ears and my mouth;
you are my mind and my heart.
Do for them what you know I would do
for them.
To them you are the master.
Let their worth be increased a
thousand-fold because they have met
you."

Ralph Waldo Emerson quoted an old English divine when he wrote: "Once we had wooden chalices and golden priests; today we have golden chalices and wooden priests." How truly those words could be written of corrections today. We have built enormous buildings and lost spirit. The spirit which inspired the naming of places of incarceration "Places of penitence," places where a metanoia could take place, where a change of mind and heart could blossom. Metanoia can take place only where there is love and interest - and dedication to work for the restoration of the dignity which belongs to every human being. How often we destroy it instead of building it!

The same authority for the statement, "Because God has loved us, let us love one another," was also the author of another statement: He who would be the greatest among you, let him become the servant of all." All people aspire to greatness. The greatness will be achieved when you set you goals of service NOW and pursue them without faltering.

# A TIME FOR ACTION

Robert H. Schuller
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Professionally, socially, physically, intellectually or spiritually, at this moment, what's you status? Are you standing still? Are you actually moving backward? Or are you moving ahead? I want to say to you that I really believe with all me being that if you are standing still, you are, in effect, moving backward.

I know people who have had their victories; they have had enough success to prove to themselves that they are a worthy person, and with that motivation accomplished and fulfilled, they're relaxing. Let me tell you, you've got to keep pedaling a bicycle, or you'll tip over. You've got to be moving ahead, or you'll die. Stop, and you either begin to decay or move backward.

## Two Important Questions!

What holds a person back? What propels a person upward and forward? What spiritual or psychic force is it that pulls some people down? When you see a person caught in a rut and not moving or going anyplace in his business, on his job, in his home, in his religion or whatever, what's the reason for it? It's obviously a way of thinking. The Bible has it summed up in one simple word: DOUBT. That's what holds a person back. Doubt is nothing more than a negative form of thinking. For our consideration let's break this doubt apart, analytically.

We find that doubt is really bumpy thinking. There are people who could move ahead, but they see a problem in the road, and the smallest obstacle, like a bump in the road, becomes a mountain in their mind. Some people are stopped by problems, others actually are started by them. Bumpy thinking is what holds people back. If you wait until you see solutions to every problem before you move ahead, you can be sure you are standing still or going backward. People who move ahead are always moving ahead even before they see solutions to obvious problems. They assume that by the time they get to the chasm, they'll have figured out a way to bridge the gap.

Other people are held back by what I call lumpy thinking. That is, they just never think clearly. They get their values mixed up. If there is confusion in your value system, you will not be able to make decisions. But if your value system is clear you can make big decisions swiftly, act promptly, and move ahead confidently.

In our church we move ahead confidently. There is no lumpy thinking here, because we ask simple questions: "Will it help people who are hurting? Will it glorify God? Is anybody else doing the job?" Those are the only questions we ask. That clears our thinking to make decisions and move ahead.

*Bumpy*, *lumpy*, and *slumpy thinking* holds people back.

I ran across a man the other day who's a salesman and a friend. I asked him, "How's business?" He said, "Business is bad, but my business is good. Nationally my industry is in a slump, but my own local office is doing great." When I asked him why, he replied, "Because I don't believe in slumpy thinking." He doesn't think slump, plan slump, expect slump, and so he doesn't experience slump. If you allow yourself to *think slump*, then you can *expect slump*!

That's like the man who was told by his son who was back from college that there was going to be a depression coming up. The son said, "You'd better not spend so much money on advertising, Father. A depression is coming up. People aren't going to buy your products. You'd better not pour so much into the inventory, or you're going to be loaded up with a lot of surplus, and you'll have to pay taxes on it. You'd better cut down on your sales force, too." So the father listened to his very bright college son, and he cut down on his inventory, his salesmen, and his advertising, and six months later when he looked at his records, his son was right. His business did go downhill!

Then some people are held back by *dumpy thinking*. I know people who use their minds as dump piles. They collect memories of defeats, setbacks, and rejections. Someone came to me not long ago and showed me a book they wanted to publish. I asked my friend, "What are you doing about it?" He said, "Well, I've sent it to six different publishers, and they all sent it back, so I know it's no good." I said to this friend. "Your number one mistake is in counting your rejections. Don't count them!" That's what turns your mind into a dump pile of defeats, rejections, and failures. That's *bumpy*, *lumpy*, *slumpy*, *dumpy thinking*!

I remember a woman who came to me not long ago for counseling. With the help of our professional counselors that we have here in our tower, we totally reorganized her life. This marvelous person has been re-made. I'll never forget when she first came to me and said, "There's no hope for me. I wish I could have love and a happy marriage." I said, "You can, if you think right and if you believe right." She said, "You don't know. I've had so many divorces." She started counting them, and I stopped her when she got to five. Then I told her, "Don't count them! Just get converted! You need to stop counting and start changing! And you *can* change!" St. Paul says, "Forgetting those things that are behind, I press forward to those things that are before."

Some of you have tried to tackle the problems you have. You've probably tried to tackle them five, ten, fifteen, maybe twenty times, and you still haven't conquered them. It's dumpy thinking when you begin to think, "Well, I guess I'd better accept this situation. That's the way I'm made; it's my genes and chromosomes. Everybody's got their faults.

Nobody's perfect. I'll just live with this fault the rest of my life." That's dumpy thinking! Don't let the dump pile make your decisions! Let the unplowed, fertile land make the decisions! Success is always spelled W-O-R-K! Faith is always spelled P-A-T-I-E-N-C-E! Bumpy, lumpy, slumpy, dumpy thinking is negative, impossibility thinking! And that's what holds people back!

Now, what moves people forward? What propels them upward? Faith! If doubt holds them back, faith moves them up! I've recently had a great experience, and I kind of feel like I've been born again. A few years ago I was doing great in a physical fitness program. I was walking and scoring 32 points a week on the Air-Force program. That's top scoring! Lately I've been gaining a little weight, mainly because I haven't been keeping up with my physical fitness by walking.

There's a man in our church that I've mentioned before. His name is Walt Frederick. Some years ago, by his own confession, he was fat, flabby, and non-athletic. But he dared to believe that he could get in top shape, and he lost 45 pounds. Then he started walking and running, and finally, at the age of sixty-one, he ran the Boston Marathon, which is 26 miles and 365 yards long. He went back the next year and the next year, and he's going this year, too. Now he's sixty-five years old!

The other day he called and said, "Dr. Schuller, I have to see you." So I had him come in. He told me, "Dr. Schuller, you're my pastor, and I love you. But you're forty-six years old, and you've got to get in shape. I've been praying about you for a long time. I want you to know that God has appointed me to be your trainer." Well, this was on a Friday, and on Tuesday I was to leave for Jerusalem for two weeks. Walt said, "Dr. Schuller, I have a four point program for you, and one of the points is this: You must agree to meet with me once a week for at least 30 minutes. I'm willing to drive down any hour, any day, for 30 minutes a week." "Well," I said, "Walt, I really appreciate your concern, so as soon as I get back from Jerusalem, let's get together, and we'll talk about it." His face dropped. He said, "Oh. If going to Jerusalem is more important than meeting with me, then I've really failed! Going to Jerusalem isn't so much, but getting in shape is your life!" I said, "Okay. Next Monday, 5:30." "Good," he said.

Monday came, and at 5:30 my telephone rang. The switchboard operator said, "There's a man down here to see you. He says he has an appointment." I asked her to send him up. A little while later the switchboard operator called again and said, "He won't come up. He says you've got to come down." I went down and there he was, trotting back and forth in front of the tower. I went outside and said, "Why didn't you want to come up and see me, Walt?" "Because," he said, "we're not going to talk. We're going to walk." And with that he took off across the empty parking lot like you wouldn't believe, and I couldn't keep up with him. "Wait a minute, Walt, wait a minute!" I yelled. This sixty-five year old man apologized as he said, "I've just been running 24 miles." He continued, "Now, Dr. Schuller, since I'm going to be meeting with you every week for the next few years, I'm going to take notes on what we talk about so I won't talk about the same stuff every week. Then he said something that really turned me on. He said, "Dr. Schuller, you are my pastor, and you've made a positive thinker out of me and many other people. You're a great positive thinker, but there are some brain cells in your brain that are orphans. They have not yet been adopted into the family of positive brain cells. And there are some brain cells there concerning your physical fitness, and they are orphans. They must be adopted and charged with the family of positive thinking." Wowee! Something happened! He said, "I'll see you next week, only less of you, at least six pounds less." Well, I'm checking in tomorrow, nine pounds less. So I'm back on the program! And I'm telling Walt Frederick tomorrow that I have a new dream. My dream is to run the Boston Marathon with him three years from now! Why now? The point is, if he can do it when he started at fifty-nine, why can't I at the age of forty-six? "All things are possible to him who believes."

If you've got a hang-up mentally you figure out where it is, and adopt the orphan brain cells until every brain cell is changed with the power of God to change you. What holds people back? Bumpy, lumpy, slumpy, dumpy thinking! What propels people ahead? Faith, the very power from God Himself when it comes within you!

As Walt and I walked, I asked him, "What's the hardest thing that has to be handled in order for me to solve my own physical fitness problem?" Do you know what he said? "Inertia." I asked, "What's inertia?" He said, "Getting started." I thought to myself, My goodness, if the hardest part of my problem is getting started, then that I can do. "Walter, what's the second toughest job to succeed in my problem?" "Well," he said, "next to getting started, the second biggest problem is keeping at it." I thought, "I can keep at it." And so can you. Get started! Keep at it! And you're on your way!

I have seven people who report to me regularly, and one of them is a volunteer. His name is Mike Mason. He's a dynamic young guy who spends hours working for me. He does this as a volunteer, because he loves Christ, and he loves the work. I had never been to Mike's home, so one day he said to me, "You have to come and meet Tara." So I did. Now I knew about Tara. I knew that she was five years old. When she was two, Mike and his wife had taken a vacation to San Francisco. By the time they got there, a highway patrol car was speeding with sirens blasting trying to catch up with them to tell them to go home right away because there had been a terrible accident. They were barely checked into their hotel when they got the telephone call. Their daughter was lying in a coma, here at Orange County Hospital. She had had a terrible fall; as it turned out later a double fractured skull. The doctor who looked at the report said, "What happened? Did she fall off the roof of the house?" Nobody knows how she fell, but she was in a coma. For days she was simply kept alive by a heart machine and a respirator. Machines kept her alive, that's all. Finally one day the doctor said, "Mike, your little Tara isn't going to make it. You'd better tell your wife, and prepare for the funeral."

That day Mike stood at her silent, unmoving, beautiful little face until he put his finger around her lips, and he recited the little lines he used to sing to her, "Bumble bee, bumble bee, fly around the tree. Bumble bee, bumble bee, fly around the tree." And then he saw a smile! It was the beginning of recovery! Finally the day came when the doctor said, "Mike you can take her home. But she'll never talk or walk, and she may never hear or see." They took her home believing these impossibility thoughts.

Then they heard about a place in Philadelphia called the Institute for the Achievement of Human Potential, an institute that knows, as Dr. Smiley Blandon said, "There are millions of undamaged brain cells in the most damaged brain." But they had a theory that if you physically moved the body to do the walking, the creeping, the crawling and the talking that untrained brain cells would pick this up and begin to take over that function, even though the normal brain cells that do that function are permanently dead.

So they took little Tara to Philadelphia. There they spent fifteen hours studying her. It was midnight when the anxious parents were called into the doctor's office, and he said, "Congratulations. You have a brain-damaged child. We're sorry she was hurt, but we have good news! We can help!" They laid out a program, a program of pattern and sequencing which was going to have to be done eight hours a day, seven days a week of every month of every year for God knows how long. They began, among other things, to pattern the creeping, which means to move her hands and legs even though she doesn't know it.

And so they began about a year and half ago, and it has gone on constantly. The miracle is, today she can talk. Mike says, "You know, she has to do this patterning every day. You must see her." So I went along with Mike to his house the other day.

In their house Tara has a big work room, and in the work room is a red work table like a gym table. Lying on the table was little Tara with her beautiful face and eyes, long ponytail and five persons gathered around her. One woman moved one leg, another woman another leg, one woman standing at the front ready to pinch her cheeks and move her face. All five have to work in sequence. They were all set, ready for the patterning, and her mother said, "Tara, are you ready?" She answered, "Yep!" Then she said, "Let's sing." And Tara started singing, everyone joined in. I walked from the room and cried! It was such a beautiful inspiration to see this brave little believer!

Do you think you have a problem! Do you have orphan brain cells? I have never met a person that had a bigger problem or challenge than Tara, and she's making it, because she prays, and loves Jesus.

All things are possible to him who believes!

What holds people back? Doubt!

What moves people ahead? Faith!

Be smart. Decide to be a Beliver!

# DECISION-MAKING PROCESS IN CAREER DEVELOPMENT

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Decision-making, like many other processes such as communicating, evaluating, and organization, is common to virtually all positions which are found within our institutional framework. To understand the process is important, just as it is important to understand the content with which a decision is involved. It is only logical that the more we understand about the decision-making process, the more likely we are to utilize and employ it with the greatest amount of skill and understanding when establishing programs for career development.

There is a traditional model for decision-making in our culture which identifies various components. The first step is the identification, recognition, or definition of a problem or need. Once the need or problem is determined, the second step is to list all possible alternatives or solutions. The third and final step is to select one of the available alternatives and presto, like the good fairy who grants three wishes, the problem is solved. This model is, in reality, a gross over-simplification of the process. There are a host of influences which are brought to bear upon this model which tend to mask its simplicity and compound it with various incumbrances. When considering the numerous variables involved in the decision-making process, it becomes very clear that the process is not a simple one.

## Nature and Importance of Decision-Making

### Types of Decisions

Three levels or types of decisions have been identified (Culbertson, Jacobson, & Reller, 1960). The first level of decision-making involves the individual who will make innumerable decisions each day, many of which are more closely related to habit than to conscious deliberation. When a man gets ready to back his car out of a garage, he actually makes numerous decisions: open the garage door, look around the car for toys, get in the car, fasten seat belt, close door . . . . Most of the decisions made at this level are so engrained in habit that they require very little conscious thought.

The second type of decision is an executive choice which is made within the bureaucratic framework of the institution and which will follow established policy or practice. These decisions are generally made with an awareness of the rules which apply to a given situation and with consideration given to the dependency on power and authority. If, for example, an inmate were to request permission to take a correspondence course for college credit, this decision will typically be made on the basis of previously determined policy and procedures.

A third level of decision is that which is made in the absence of policies or previously prescribed procedures. At this level, one often finds individuals within a bureaucratic organization, such as a school system, a state highway department, or a state correctional system, very reluctant to make an independent decision. The system does not reward bureaucratic employees for making such independent decisions; in fact, the reverse is generally true so that to a large degree initiative is discouraged.

The setting in which decisions are made is an important factor to consider. In our complex society, there is need to recognize the dependency of decisions upon various elements of the culture. In the frontier culture when a housewife wanted to dispose of garbage or trash, there was no concern given when she stepped away from her cabin door and "gave the trash a heave." Quite obviously, modern housewives in an urban setting cannot be permitted the same garbage disposal techniques used by the frontier housewife. As our society becomes more complex, the decision-making process becomes more complex with increased awareness required regarding the dependence of decisions to the cultural setting.

The collective voice of our people, complex and diverse as it is, has been recognized as a basic and most powerful influence in the entire range of decisions which are made. Retired law enforcement officers can remember the Prohibition days when the sale of all alcoholic beverages was illegal. Legislators and law enforcement personnel were confronted with an impossible task because the people as a whole were not in agreement with Prohibition. This historic experience has demonstrated that the people, who form the base of our decision-making process, constitute the most powerful influence, and government must operate within the level of acceptance established by the populace. The cultural direction (decision) provides the framework within which the legislative process (decision) functions.

Institutions have been established by government to serve the needs of the people. Institutions such as mental hospitals, correctional institutions, and schools, operate as bureaucracies within the framework of the law with certain prescribed limits which have been tested in the courts and which are dependent upon financial controls familiar to employees who work in such institutions. Public service institutions have not typically set their own direction or established their own purpose and goals. While there have been outstanding and noted leaders in these institutions, who have provided exceptional leadership and brought about significant changes, in most instances it can be argued that changes had to wait until the public became aware of the need for change and was willing to provide needed financial support. The primary effort of leaders who have been charged with the responsibility of directing public institutions has been to operate these organizations efficiently within the limits of their bureaucratic framework and not to try to change the major direction or purpose which the institution was designed to serve.

Policies which are established within the institutions must comply with the law and are intended to facilitate the purpose of the organization.

In most instances, policies are created by boards of directors or advisors who are charged with no administrative responsibilities. From policy decisions, the administrator independently, or through staff involvement and group processes, is able to develop administrative regulations. Within the administrative regulations, members of the administrative staff make their decisions which are consistent with the policies and laws of the state.

The importance of power in organizations is a consideration which has significant bearing upon decision-making. The person new to a position within a bureaucracy is successful, as ultimately measured by the criterion of advancement within the organization, only as long as he understands how to move with the flow of the current created by the power structure. Power structures are complex at times and have many facets and sub-parts.

Still another characteristic of power structures is the changing nature which they demonstrate. The changes of the power structure created by the people is often reflected by the changing faces of persons in public office. Within the institutions and their bureaucratic framework, power structures may change as a result of changing boards of directors or changes in top administrative positions. However, the power structure is often more subtly disguised and rests in the hands of an individual who is not assigned to a high administrative post. Such an individual will generally possess a keen understanding of the way that the system works and will have developed a set of loyal associates in high places and a pipeline of communication which gets information to him from all key areas of the organization. Unless a staff member understands the power structure and gains sufficient respect to develop a satisfactory working relationship, he may find decisions he considers important or crucial being reversed or ignored.

## Decision-Making Process

The decision-making process, as mentioned previously, is often considered as a very simple, three-step function. However, compounding facors may exist which must be taken into consideration. A brief consideration of the components of the simple decision-making process may be warranted before considering compounding factors.

The first step, the definition of the issue, question, or problem is sometimes so obvious it is overlooked. A person can be so engrossed in trying to design a complex solution that he fails to analyze the problem sufficiently to realize it may be a very simple one or, in some cases, actually no problem at all. In other situations the problem may turn out to be entirely different than that which was originally perceived.

The second step in the simple decision-making process is the identification of alternative solutions to solve a problem. Like the identification of the problem itself, it is often given too little consideration. The more carefully the alternatives are chosen, the more likelihood there will be for an adequate and appropriate solution. The solutions can never be better than the best alternative. There are times when alternatives which are listed are in fact not alternatives at all when considering solutions; i.e., if a student is not progressing satisfactorily one might suggest assigning him to another teacher. This would be an alternative only as long as another qualified teacher was available. Consultation is sometimes very appropriate when considering alternate solutions. Quite often another person can think of solutions which may give an entirely new or better potential solution, or others may be able to identify potential dangers or negative results in alternative solutions previously suggested. The seeking and bringing together of as much information as possible is important in arriving at the best possible solution on the one hand and the avoidance of unnecessary repercussions or future problems on the otherhand.

The selection of the best possible alternative solution, which is the third step in the simple process, does not necessarily mean the decision-maker will be happy with the solution. Of the various alternative solutions available there may be none which are completely satisfactory, so the decision-maker is faced, in such instances, with selecting the lesser of the evils. This is the situation confronting the voter at election time when in his judgment neither candidate is competent. Once the decision is made, however, there is nothing to be gained by reconsidering or second guessing. If all possible information was reviewed and the best judgment applied, there is little or no value in staying awake at night worrying about whether or not the right decision was made. Only if additional information becomes available is ther any potential value in reconsidering a decision. When additional information becomes available, it may become incumbent upon the decision-maker to reconsider.

This three-step process of decision-making, however, can be complicated by compounding factors. Some of the considerations which have been omitted from the simple decision-making process discussed thus far are: (1) the importance of communications, (2) the psychology of the individual, (3) value systems, and (4) bureaucratic limitations. Quite often these compounding factors are elusive or seem to avoid clean definitions.

Communications. The communication process is one which relates to decision-making. Communications span the various components of the decision-making process, from the time the problem is communicated to the decision-maker until the communication of the final decision to those involved. An important consideration is the fact that not all information can be communicated to all persons involved. This is in turn compounded by the fact that not all persons will receive the communications with identical meaning. Each individual will perceive a situation on the basis of his own background of experiences and his ability to perceive. A report may be sent indicating that "Joe has been involved with a disturbance in the library." One recipient of this information may respond by saying, "Joe is always in trouble--we'll have to keep him out of the library." Another person might react by saying, "That librarian antagonizes people, it is surprising we don't have more outbursts in the library. We'll have to get a different librarian." Perceptions can be so different when individuals respond to communications, that a single situation can actually be identified as different problems.

A decision-maker's ability to relate to others has an influence on the information that is communicated. Some people find the informal flow of communications the most dominant and enlightening, while others are forced to rely more on formal communications and meetings. The more competent decision-makers usually gleans information from a variety of sources and at the same time understands the power base and underlying motives of those from whom he gets his information.

The psychology of the individual. Many hidden agendas, which stem from the decision-makers ego, fears, and aspirations, enter the decision-making process. Personnel working in a bureaucracy learn very quickly the nature of the reward system. The setting of the bureaucracy coupled with psychological considerations of the decision-maker and the fact that humans are capable of rationalizations, makes it difficult to maintain complete objectivity in the decision-making process. It takes a rare individual to be able to remove self-interests from decision-making. When a decision-maker demonstrates the ability to do that which he is convinced is right, even if it causes him personal discomfort and anguish or when it may go counter to the wishes of his immediate superior, he is said to be operating from a base of principles rather than expedience. The distinction between decisions based on principles versus expedience is an important one for each individual to understand and to internalize into his own behavior. Our individual concerns, as manifested in our ego, our fears and our personal aspirations, often entice us into rationalizations which permit us the dubious privilege of selecting the most expeditious decision in preference to one which would be a reflection of principle. Every decision-maker needs to recognize the fact that human interests can cloud issues.

Value systems. Value systems are closely associated with the way we communicate and with our ability to avoid the pitfalls accompanied with succumbing to interests when making decisions. In simple cultures, value systems generally demonstrate rather definite and clearly defined parameters. In complex, pluralistic societies, such as our own, it is hard to identify absolutes. The lack of absolutes results in confusion and conflict on the one hand and provides greater flexibility and latitude of expression and action on the other. When persons of our middle-class socio-economic stratification view the behavior of individuals from the lower-lower socio-economic strata, they generally express shock or surprise during early encounters. Persons from the lower-middle or upper-middle socio-economic strata have similar difficulties understanding the behavior of individuals in the upper-upper socio-economic stratification. Upper-upper class behavior cannot be adequately measured by middle class standards. Ultimately, socio-economic stratification and the accompanying value system enters into the decision-making process.

Collective values, as expressed by the populace, like those expressed by individuals, have a bearing upon the decision-making process. While most citizens will express the view that correctional institutions should be concerned with the rehabilitation of inmates, the collective values of the public actually demonstrate little concern, or disinterest concerning the educational needs in correctional institutions. In a study by Dinse (1970) it was reported that, "Approximately two-thirds of the institutions ...use money budgeted for other purposes to operate the educational program of the institution (p. 42)." Dinse went on to say, "Institutional educators need to find out why legislators are reluctant to appropriate adequate funds for educational programs in the state's correctional institutions (pp. 42-43)." Through this illustration it becomes clear that the values of the public as expressed by its collective action does not give adequate support to educational programs in correctional institutions.

Bureaucratic limitations. Bureaucratic limitations of several kinds influence the decision-making process. The policy development system, in which elected officials are charged with broad duties, is actually very appropriate in our culture and, if given adequate professional advice and leadership, will generally function in an adequate manner. While the development of policy through a board provides important safeguards and vital involvement from a representative base, it does require a considerable amount of time. The process and the time ultimately effect the decisions made by administrators and staff.

Bureaucratic procedures, which stem from established policies, have an important influence upon the decision-making process. Since procedures are often dependent upon policy, and policy change is generally a slow and ponderous process, procedures tend to compliment the status quo as they abide within policy and legal boundaries. The checks and balances within the bureaucracy tend to generate paper work--more affectionately known as "red tape"--which is extremely demanding upon the time of the staff members. The staff member who ignores the paper work will sooner or later be subject to one form or another of negative reinforcement from the reward system of the organization. It consequently becomes incumbent upon the individual to make those decisions which comply with the policies and procedures of the bureaucracy.

Many educators fall into the practice of making those decisions they feel are most conducive to self-preservation. The internal reward system tends to further such decision-making behavior in many instances. "Keep your nose clean and don't rock the boat," is one well-known motto. Another self-preservation technique is "Never sign anything--always have a subordinate sign the voucher." In this way decisions are made which tend to protect the administrator--but which result in job security with minimal salary.

The necessity of sound judgment in making decisions can scarcely be over-stressed. Judgment is, however, an elusive quality which is hard to define and even more difficult to transmit. Most assuredly, the decision-maker who is emotionally mature and secure and who is capable of working from a base of sound principles, will generally demonstrate sound judgment and be less inclined to rash, emotional behavior. One measure of judgment is the ability to distinguish between mountains and molehills. The novice decision-maker who becomes emotionally involved and lets his ego be threatened is apt to make the mistake of viewing a minor incident as a major problem. It generally takes all the energy and mental agility a decision-maker can muster to deal with the major issues. If he charges at windmills he will seldom find the resources necessary for victory over the key issues.

Various information gathering, classification and retrieval techniques are becoming available to assist in the decision-making process. Persons in charge of educational programs in career development need to develop a research attitude. All available information needs to be studied when making decisions about program development. As programs are initiated, plans for evaluating those programs need to be implemented. Once the director of educational programs in career development recognizes the importance of defining the goals, reviewing all possible background and resource data, establishing procedures, implementing the program, and evaluating the results, he will find his decisions will demonstrate sounder judgment.

## Importance of Decision-Making in Planning Programs of Career Education

When making programmatic decisions, there are several major considerations which, when involved in a systemic approach, may determine the overall quality of a program. A staff should first reach consensus on what it is that is to be accomplished. This is not always easy, but is a fundamental step which should involve all significant individuals and which, when achieved, will provide the foundation from which other steps can be taken.

After the broad goals are known, a team or staff can translate these goals into specific, measurable objectives. In order to do this, it may be necessary to make a conscious effort to avoid thinking in terms of courses and time. Behaviorally stated objectives may or may not relate to traditional courses. Previously designated courses should be used only if they clearly meet the demands of aiding the learner to achieve specified objectives.

Following the determination and specification of measurable objectives, a team of instructors will be ready to establish criteria for measuring the learners achievement of specified objectives. Such information can be translated into pre- and post-tests. Learning activities can then be identified which will, when completed by the student, lead toward the achievement of the behaviorally stated objectives. Ideally there should be a variety of learning activities from which the student can select those which will provide appropriate practice. Learning activities can be sequenced, one they have been identified, in a manner that will be most beneficial for the learner. At this level of consideration, it is necessary to apply that which is known about learning theory. The emphasis must remain on the student and not the teacher.

The final step is that of evaluation and feedback. Evaluation must be based on the goals originally established and utilizing the evaluative criteria previously mentioned. Feedback for program modification is drawn from assessment which relates to the process involved, as well as the product achieved as an end result. Program decisions, in which a group or team is involved, are of great importance in terms of meeting the needs of the learner.

When considering the decision-making process as it applies to planning programs of career education, it can be seen that this function falls within the framework of a state institution which has been established by constitutional and legislative proceedings and is administered within a bureaucratic organization. The constraints are well known by those associated with such organizations. The crucial area to consider is the involvement of the group process for decision-making in a systemic way to provide the best possible set of educational opportunities for the client. Programs for career education will improve in correctional institutions in direct proportion to the degree of leadership and innovative thinking a group can generate to maximize the program potential within the bureaucratic or organizational restraints imposed by the system.

## Importance of Decision-Making in Career Development of the Individual

It is possible to extend the decision-making process in career development to the individual once the programatic considerations have been dealt with and the program established. Options for individuals, in the area of career development, will only be available when the career development program is available. The individual staff member is generally going to be responsible for guiding the learner. The framework, for learning, and utilized by the individual staff member, was provided through the decision-making process as it was applied to planning programs of career development.

As an individual staff member works with learners, in a systemic approach, the focus is continually on the actions of the learner, and the teacher is a diagnostician, a prescriber of learning activities, a planner of system, a designer of materials, a resource person, a motivator and counselor, and an evaluator. The decisions the teacher makes are within the bureaucratic framework, related to the systematic and individual goals and objectives, and must continually relate to those activities which foster learning for the student. This means that traditional activities and decisions relative to "instruction" which were teacher-centered, are replaced with decisions that are focused on the "learner" and are student-centered.

## Summary and Conclusion

The educator responsible for career development deals with many kinds of decisions. These decisions range from simple to complex and are made within an institutional framework. The institutional bureaucracy grows from the people through the governmental system and resides within a complex society.

The decision-making process, often considered as containing three simple steps: identification of the problem, listing various alternatives, and selecting the best alternative, is not complete until a wide range of compounding factors is considered. Factors which compound the decision-making model are communication patterns, self-interests, the value structure, and bureaucratic limitations.

The decision-making process should be implemented in a manner that will foster the development of better programs of career education. Career education programs should utilize the planning of broad purposes or goals which can then be translated into measurable objectives. Systematic sequencing can follow pre-assessment so that learning activities can be prescribed and organized to enable the learner to reach specified goals. Evaluation and feedback complete a programmatic cycle.

Staff members, working with individual students in the framework designed for career education will be able to make decisions based on goals and pre-assessment data so that learning activities may be prescribed. The role of the teacher changes from that of information disseminator to one of diagnostician, prescriber, designer, and evaluator. The decision-making process is involved at both the programmatic level and the level of career development of the individual.

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# TIME FOR PROGRESS

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Shortly after I returned to my office, after an extended field trip to Bureau of Prisons, facilities on the West Coast, I received a copy of a poem from Warden Frank Kenton of the Federal Correctional Institution at Lompoc, California. The poem itself and the fact that it had been sent me by a senior warden in the federal correctional system were both very significant. Certainly the image of a typical warden is not that of someone who sends poems to a colleague 3,000 miles away.

The poem is untitled and it begins:

> One day through the primeval wood
> A calf walked home as good calves should;
> But made a trail all bent askew,
> A crooked trail as all calves do.
> Since then three hundred years have fled,
> And I infer the calf is dead.
> But still he left behind his trail
> And thereby hangs my moral tale.

The poem goes on to describe how a lone dog, a wise sheep and then many men followed this very same narrow, crooked trail. Many of the men "uttered words of righteous wrath, because t'was such a crooked path;"

> But still they followed - do not laugh -
> The first migrations of that calf.....

The poem ends by pointing to the following important lesson, and the basic message of my remarks today:

> .... men are prone to go it blind,
> Along the calf path of the mind,
> And work away from sun to sun
> To do what other men have done.
> They follow in the beaten track,
> And in and out, and forth and back,
> And still their devious course pursue
> to keep the path that others do.
> They keep the path a sacred groove,
> Along which all their lives they move;
> But how the old wood gods laugh,
> Who first saw the primeval calf . . . .

Sam Walter Foss wrote this poem in 1895 and yet it is so current and so timely today, almost 80 years later. One sentence, particularly, is noteworthy; let me repeat it for you.

> For men are prone to go it blind
> Along the calf path of the mind.

Isn't that really what most of us find ourselves doing - treading the beaten path, the calf path made by others? Few of us walk new trails, carve out that first new road.

## First Steps are Hazardous

Some of this may be due to lack of opportunity; but some of it is also due to lack of desire. First steps are frequently the most difficult and involve risks. And yet aren't these the very qualities that make new ventures the most rewarding and the most exciting? Try to remember how you felt when you undertook something new and different, or when you watched someone else do something for the first time. The simplest example, and one I think many of us have shared, is watching children take their first steps. Even if they fall and hurt themselves, the fantastic feelings of that moment are very special.

Remember our collective sense of adventure when we watched the first space shots. Even those that didn't make it had a unique and particular excitement about them. And, of course, the successful ones were particularly breath-taking. Being the first to do anything, has always received special attention. Sometimes the first step is successful and is rewarded; equally often the first step fails, is ridiculed and even punished.

Yet despite the hardships of being a pioneer, someone has always been in the vanguard, trying to move beyond the known, trying to cut that narrow "calf's path" through the unknown, hopefully to something better. It is always "Time for Progress." Any organization, any country, any group that stands still is not really on a plateau; it has begun its decline. And the same is true of people.

## A Definition of Progress

I've reflected on what would be a good working definition of "progress" since change, in and of itself, is not necessarily progress. Change can be retrogressive. I don't think my definition is unique, I've probably borrowed it unwittingly from what I've read over the years.

"Progress", simply stated, to me, means movement toward a condition where an ever increasing number of people can live with dignity in a climate in which they can work toward achieving their fullest potential without diminishing the rights of others to do the same. Since these conditions do not yet exist universally, there is still a lot of room for further progress. And this progress involves change, for the better, we hope. However, change involves risk-taking, and because of this we will always have problems in getting people to work together for specific changes.

Haven't you sometimes wondered why some people seem to be so willing to take risks and others seem to structure their lives to avoid any risk-taking at all? Personally, I've often wished I could explain how these differences in people's attitudes develop so that I would know how to convince more people, including myself from time to time, to take greater risks in the hope of achieving greater progress.

## Progress Involves Apprehension

No one among us, even the most "progressive" is exempt from feeling apprehensive about change. Even if we're moving from a smaller to a bigger and better house, or to a bigger and better office we feel uncomfortable about the change. Any move, even if it's "up" means getting accustomed to a new environment, possibly new procedures, and new people. All progress involves changing old ways and habits and developing new ones. It is seldom painless, and the immediate discomfort often obscures the advantages.

Let me give you an example of what I mean. Many years ago, I worked as Education Director of a large national organization. When I started out, the organization was small and relatively unknown. It's full-time staff totalled six in a central office in Washington, D. C. and we all worked together in one office in a small building in the so-called "low rent" district. A mimeograph machine and a noisy typewriter shared our limited office space. When a staff member was on the telephone, the mimeograph operator and the typist had to stop until the call was completed.

We all shared a washroom, airplane style, which accomodated one person at a time. It had a sky-light which leaked on rainy days and roasted us on sunny days. As the organization grew we gradually moved to bigger and better offices. Despite the fact that each move meant more room, more privacy and better working conditions, each move resulted initially in tensions, short tempers and general anxiety. Finally in 1960, we moved into our very own building, the Mercury Building on 20th and K Street, N. W. in Washington, D. C. Each and every employee, by now numbering several hundred, enjoyed improved surroundings. But I remember vividly that it took almost 3 months before we could begin to function as efficiently as we had in the older, more limited building. Each of us had the opportunity to participate in choosing the color-scheme of our office, including even the color of our telephone. Yet such small things as not being able to find an extension cord to reach an electrical outlet or not knowing someone's office or telephone number seemed to trigger off arguments and hostilities. People seemed to be complaining about everything. After the "shakedown" period most of the people couldn't remember what the old building was like and were enjoying the new building. The complaints faded away.

Temporary discomfort seems to be an unavoidable ingredient of change and so each of us must develop the imagination and the perseverance to see and to endure beyond initial shortrun disadvantages.

## Progress in Corrections

What do I see as the unmet needs in corrections, the needs which can be met only by further progress, by further change? I think the National Advisory Commission on Criminal Justice Standards and Goals put it very well in its 1973 report:

> Corrections must seek ways to become more attuned to its role of reducing criminal behavior. Changing corrections' role from one of merely housing society's rejects to one of sharing responsibility for their reintegration requires a major commitment on the part of correctional personnel and the rest of the criminal justice system.

I know that such things as a minimum wages for prisoners, their coverage by unemployment compensation and social security and other social and economic programs may seem "far out" at this time. But these are the kinds of changes that are envisioned when we talk of "Time for Progress" in corrections; we envision basic changes in approach.

We need to find ways to prevent the destructive economic and social isolation of people we confine to prisons. And, of course, it is not possible for correctional staff to accomplish these goals by themselves. Legislators, community leaders, educators, judges, paroling officials, and, most important, the voters must share the burden and the adventure of change.

## How Fast is Too Fast

Some people argue that we're moving too fast, that the rate of change is beyond human capacity, that unless we slow down, there will be all kinds of backlashes and psychological problems. Other people argue that we're not moving fast enough, that despite centuries of commitment to Christian-Judaic and democratic principles, and despite the economic resources made possible by the industrial and technological revolutions, far too many people still live at less than subsistence levels and do not enjoy even the minimum of human rights.

To those people at the middle and top of the ladder we may be moving too quickly; to those at the bottom the progress is at a snail's pace. The rate of progress is never absolute. It is always relative. Whenever you feel tempted to rest, to sit back and admire your accomplishments, remember those who are still outside the opportunity systems, those who are still looking for points of entry.

## A Personal Experience with Progress

I have had an unusual opportunity to personally observe this differential view of the rate of change during recent months. One of my assignments since September 1973 has been to supervise the work of a

Washington Intern in Education, Mr. Daniel Castro. The Washington Internship in Education is a program jointly funded by George Washington University in Washington, D. C. and the Ford Foundation. The program brings young men and women to Washington for a year's internship with key federal agencies.

The Bureau of Prisons has had the benefit of having one of these young educators assigned to the Education Branch of the Central Office, annually for three years. Each has had a particular assignment and has made a particular contribution to the Bureau. Mr. Castro's special task has been to identify on-going education programs for Spanish-speaking prisoners and to make recommendations for improvements, where necessary. It has been very exciting to see how his bilingual fluency and bi-cultural background has inspired immediate confidence and regard of staff and prisoners alike as he has gone about seeking information about unmet needs and what programs can be strengthened to meet these needs. For me these months of working with Dan have been special months of progress. And yet I resisted accepting the responsibility of supervising still another intern this year. I wanted a respite from the enthusiasm and energy I've come to know and expect from these eager, intelligent and idealistic young people. I yearned for the peace of just doing my regular job. If I had persisted in my decision, I would have missed an opportunity to be a partner in progress. I would have missed the chance to share some first steps with Dan along a "calf's path of the mind."

## Conclusion

So, in conclusion, my message is simply that each day is a time for progress. We need to make a capacity for change, for development, for experimentation a basic part of our individual personalities. Each new level of accomplishment must become the springboard for further progress and not a resting place.

Am I optimistic about the future? My answer can be found in the following story:

> A particular church had a relatively high turnover among its ministers. It also had a history for attracting rather fiery mininsters whose Sunday sermons were passionate and moving. On a particular Sunday a new minister had just completed his first sermon. Some of the members of the church gathered around an old deacon whose service to the church had spanned all the ministers. One of the members asked the deacon what he thought of the new minister and his stirring sermon. The deacon responded, "I thought he was sensational. He asked the Lord for things the old minister didn't even know the Lord had."

And this captures the flavor of how I define progress. We have to look for answers that perhaps we don't even know exist.

IF YOU TREAT AN INDIVIDUAL AS
HE IS HE WILL STAY AS HE IS,
BUT IF YOU TREAT HIM AS IF HE
WERE WHAT HE OUGHT TO BE AND
COULD BE, HE WILL BECOME AS
HE OUGHT TO BE AND COULD BE...

Goethe

One day through the primeval wood,
A calf walked home as good calves
  should;
But made a trail all bent askew,
A crooked trail as all calves do.
Since then three hundred years have
  fled,
And I infer the calf is dead.
But still he left behind his trail,
And thereby hangs my moral tale.
The trail was taken up next day,
By a lone dog that passed that way;
And then a wise bellwether sheep,
Pursued the trail o'er vale and steep,
And drew the flock behind him, too,
As good bellwethers always do.
And from that day, o'er hill and glade,
Through those old woods a path was made.
And many men would in and out,
And dodged and turned and bent about,
And uttered words of righteous wrath,
Because 'twas such a crooked path;
But still they followed--do not laugh--
The first migrations of that calf....
A moral lesson this might teach,
Were I ordained and called to preach;
For men are prone to go it blind,
Along the calf path of the mind,
And work away from sun to sun,
To do what other men have done.
They follow in the beaten track,
And in and out, and forth and back,
And still their devious course pursue,
To keep the path that others do.
They keep the path a sacred groove,
Along which all their lives they move;
But how the old wood-gods laugh,
Who first saw the primeval calf.
And, many things this tale might
  teach--
But I am not ordained to preach.

Sam Walter Foss in 1895

# CHALLENGE TO CORRECTIONS

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John Dewey once said that in order to improve education it would be necessary for the walls of the schools to fall down and out. When you plan an educational system, you do so consciously or unconsciously on the basis of assumptions about the kind of world that the student leaves and re-enters after your intervention treatment. From these assumptions you construct reality restraints that influence how you perceive and perform your tasks. The walls in corrections which must fall down and out are those constructed of values rather than facts, the ones which prevent a custodial operation from becoming an educational system.

## Education, Work, and the Mainstream

One of the assumptions which can become a wall is that the man of worth earns his dignity by the sweat from his labor. Regardless of the merit of this view, we know that the hardcore unemployed who populate the correctional systems often do not share the success orientation of the Protestant Work Ethic. Many ghetto youth, lacking positive reinforcement from schools and in employment, and cognizant of the limitations of their life space, frequently look for their sense of worth from a hip society with the dominant society. These behaviors that he finds necessary both for survival and to meet needs of finding self-definition, are perceived by a dominant society as anti-social. But look at the situation from the youth's perspective. "Go to school to get a good education so that you can get a good job," the youth may be told even though the school is deplorable. "Work hard and be a man," he is exhorted yet the type of work available to him often is demeaning.

The world of work is changing. Adult education which is intended to place a person back into the "mainstream" through employment must also be altered. A group of men called "futurists" whose work it is to study present trends in our society, have suggested some startling ideas about where we are heading. Men such as Robert Theobald and Buckminster Fuller as well as organizations such as the Rand Corporation and the Hudson Institute have said that by the year 2,000:

> The Protestant Ethic will atrophy as more and more enjoy varied leisure and guaranteed sustenance. Work as the means and end of living will diminish in importance except for a few with exceptional motivation, drive, or aspiration. No major source of worth and dignity will replace the Protestant Ethic. Most people will tend to be hedonistic, as a dominant elite will provide 'bread and circus' to keep social dissensions and disruption at a minimum (Theobald, 1968, p. 255).

In a study by Irving Kaplan of occupations chosen from the Dictionary of Occupational Titles published by the United States Employment Service, 300 were judged as replaceable by automation and standardization, 106 as replaceable because of technical change and innovation, 71 as partially replaceable, and only 23 as resistant to displacement (Hall, 1967, p. 32).

When the wall of our values about work fall down and out so that we can see the facts, we cannot help but wonder about the relation between education and employment. Is full employment necessary even if it were possible? Is human worth derivative from employment?

It is liberating to know that the Protestant Work Ethic has not been the universally accepted point of view throughout history. Hannah Arendt (1958) states that the ancient Greeks made a distinction between work and labor. Labor they believed was the human activity that produced necessities such as food. Work was thought of as something different. Work was creative. It resulted in contributions which lasted such as art. Arendt argues that the Greeks believed that to be human one must work but not necessarily labor. However, no caste system was established on the basis of this distinction.

As you think about your program of education as it relates to employment, remember this story told about an Indian youth fishing. The white man who saw him asked why he was out of school. "Why should I go to school?" he inquired. "In order to get a good education so that you can get a good paying job." "Why should I do that?" the youth asked again. "In order to have vacations so that you can fish," he was told. "But I am doing that already," said the Indian youth. The challenge is to relate job training to work which is either in place of or in addition to labor. Anything else is to continue using education as a tool of social control.

## The Components of an Educational System

As you think about the management of your educational systems, you are urged to ask yourself if you have any responsibility for the input as well as the transformation systems, output, and feedback procedures.

The statistics show that the crime situation in the United States is such that there are more criminals outside of the formal system of corrections than inside. According to the President's Crime Commission Report (1967), in a random sampling of 1,700 adults, 91 percent confessed that in their lifetime they had committed a crime for which they could have been incarcerated. When, according to the Commission 40 percent of all males in the United States will be arrested in their lifetime, when one out of six adolescents will be referred to juvenile court, when juvenile delinquency is predicted to increase 70 percent from 1965 to 1975, and when only 2 percent of arrested criminals are imprisoned, one can not help but wonder which side of the prison wall the criminal is to be found.

We have known for a long time that the crime picture in America points to a fundamental tear in the moral fabric of our nation. If what Charles Reich (1970) says is correct about our youth, then much of the adult basic education programming must be done outside the formal system of corrections. Reich says,

> Only the person who feels himself to be an outsider is genuinely free of the lures and temptations of the Corporate State. Only he who can work in a bank or go to a cocktail party in 'safety' because he will not be taken in. So the new generation struggles to feel itself as outsiders, and it identifies with the Blacks, with the poor, with Bonnie and Clyde, and with the losers of this world, celebrated in folk songs such as Bob Dylan's album "John Wesley Hardin." These suggest that only by an anti-social posture can people really be 'alive' in a society that is essentially dead (p. 255).

As you think about corrections through sound educational management, I urge you to continually ask yourself, who should be included in the systems that you seek to manage. I urge you not to become so programmed that you only deal with the variables immediately amenable to your control. Your thoughts must fall down and out to include the multitude of voluntary organizations, educational institutions, and members at various levels of the power structure if you are to deal with the fundamental task of rehabilitation and prevention of criminality.

Taking the macrocosmic view must not, however, be a dodge from responsibility. In the 1960's the war on poverty popularized the notion that the environment and the nurturing process are responsible for what ails the poor. Terms such as "culturally deprived" became popular. Think about that term. Are the poor, are the delinquent, are the militant deprived of a culture? Everyone is culturally deprived in the sense that our knowledge of other cultures is limited.

In education we learn that some principals, teachers, and boards of education were blaming a culture for the fact that children had been in school for 12 years and could not read. Since business has entered the field of education by challenging that through performance contracting they could do a better job than the professionals, and since communities are screaming for control of the educational process, the question of accountability has been raised.

## Rapid Social Change

The ways in which we have thought about education must change drastically because we are in a time of rapid and profound social change. Richardson (1967), a historian and theologian at Harvard University has argued that we are in transition from one cultural epoch to another. His "evidence" is what he calls "public atheism" that is prevalent today. Public atheism, he says, is the rejection of religion itself and not just disapproval of some beliefs or institutions. Richardson states,

> Periods of public atheism are periods of transition marking the end of one cultural epoch and the beginning of another. The public atheism that marked the breakdown of Greek religion also marked the beginning of cosmopolitan Hellenism and the rise of universalistic Greek philosophy. The Islamic Averrosim that marked the end of Augustinianism also marked the beginning of a Christian Aristotelianism (Thomism) which described independence to the order of nature and also skepticism that marked the beginning of a Christian individualism that acknowledged the primacy of self-consciousness and conscience and gave rise to democracy and capitalism (p. 4).

Alvin Toffler (1970), author of Future Shock periodizes in a different way. He suggests,

> Indeed a growing body of reputable opinion asserts that the present moment represents nothing less that the second divide in human history, comparable in magnitude only with that first great break in historic continuity, the shift from barbarism to civilization (p. 175).

Peter Drucker (1969), rather than periodizing, says that a different world view is developing.

> The most probable assumption is that every single one of the old demarcations, disciplines, and faculties is going to become obsolete and a barrier to learning as well as to understanding. The fact that we are shifting rapidly from a Cartesian view of the universe, in which the accent has been on parts and elements, to a configuration view, with the emphasis on wholes and patterns, challenges every single dividing line between areas of study and knowledge (p. 350).

And what is causing these profound changes in the human situation? It would seem that "power" and "control" are the two major sources.

Robert Theobald (1968), the economist and social futurist, has stated,

> The new reality of today is a very simple one: man now has the power to do what he wants to do. This development is revolutionary because until just this moment of history man has been constrained by his environment. As a result of this novel power, man's present cultural system has become irrelevant, in the same way as man's cultural system became irrelevant when he moved from his hunting and gathering state to his agricultural stage (p. 26).

Daniel Bell believes that control is a new source of power in the hands of man. He thinks,

> It is part of a social transformation in which new attitudes about the world are being formed, attitudes as revolutionary, perhaps, as the idea of 'experiment,' which ushered in a Galilean as against an Aristotelian mode of though, appeared to be in the seventeenth century. The heart of these attitudes lies in the idea of Control, the growing awareness and knowledge of processes which allow us to regulate the wide variety of 'systems,' social systems, and eventually, perhaps, political systems (Fishbein, 1967, pp. xi-xii).

It has been promoted by Richardson (1967) that the criticism of religion has been a source as well as a reflection of change.

> Cultures are established on certain assumptions, myths, and conceptions of reality for which an ultimacy, or sancity, is claimed. Such myths maintain a culture's authority structure. Radical criticism of a given culture (i.e. the kind of criticism which results in its disintegration) must overthrow these holy ultimates. For until they are overthrown, not only will other aspects of the culture not come under radical criticism, but their questionable character will not even be recognized. It is for this reason that the beginning of all true criticism of religion, that is, of 'holy ultimates' and 'sacred myths (p. 5).

The nature of the change that these authors have discussed is so extensive and in some ways so disturbing, that it is difficult to grasp meaning. The basic meaning may be that the nature and possibilities of humanness are being altered. Without getting bogged down in the important but difficult question of whether or not humans are basically the same throughout history (the question of essence and existence), let us look at what some authorities think is happening to humans and their relations.

Alvin Toffler, after 5 years of visiting scores of universities, research centers, laboratories, and government agencies, reading countless articles and scientific papers, and interviewing hundreds of experts on different aspects of change, coping behavior, and the future, suggests some of the following alterations in the human experience.

Increased transience, diversity, and novelty are forcing human relations to be defined in functional terms. The number of involvements with others is increasing but decreasing in intensity. Friendships are made quickly but also relegated soon to the level of acquaintanceship. Adhocracy is replacing bureaucracy in some sections of society. Choosing a life style is becoming a lifelong process rather than a decision made by the young for a life time. About this last point, Toffler (1970) says,

> In the coming years, the social mobility will not be simply movement from one economic class to another but from one tribal grouping or subcult to another. Choosing a life style is

> a kind of 'super-decision' about how we shall live, and enable us to make other choices without much effort. But in the coming years, more and more people will find themselves 'between styles' or 'between subcults.' Repeated conversions from one style to another will mean that people's commitment to the values and styles of whatever group they are in will be increasingly shallow. At any moment, they will be ready to defect (p. 178).

The problems created by rapid and profound social change are multitude. Three questions seem critical. What are the present and future sources of our models of man? How shall people cope with social change? How will man deal with "overchoice?"

If new structures and processes are available for the shaping of humanness, what models and what values, will comprise the criteria that people will utilize to select from alternative futures? Throughout history, religion has been a major source. But today many Western religious continue to define their theological anthropology in terms of man's finitude. Power and control have been conceived of as man's problem; not his possibility. The assumption of Augustine that somehow people need and yearn after God and a pre-determined style of life seems to no longer be true for many persons. Farmer's prayers for a good crop have been replaced by fertilizer and new seeds. The confessional booth has been replaced by the psychiatric couch for the non-religious.

Perhaps the social sciences will provide the models and values of future criteria of humanness. Can we substitute a scientific norm reference for the religious criterion reference? Will pragmaticism be a source of human values? Maybe the search for a usable past will lead to the kinds of images, models, and values that can suffice for criteria of humanness to be utilized by education. Various ethnic groups have renewed their interest in using the past to establish identity and power. But for some people the sense of novelty about the present suggests that history is dead as a source for guidance into the future. Martin Marty (1969), historian at the University of Chicago, has mentioned,

> Along with the rejection of the whole tradition or at least of the immediate past, and during the time when large sectors of the society find it impossible to relate to the consensus based on that past, recent years have seen an obsession with the future. People have dreamed, seen visions, written Utopias, drawn plans, prescribed programs, predicted, prophesized, guessed, and played future games with a vengeance. It may be argued that all responsible people have always had an eye on the future, but for many reasons there has been an increase of interest in the subject (p. 26).

It may be that the most accurate statement that can be made about the criteria problem is the minimal statement. Now and more so in the future, a pluralism of criteria will be available for the definition of humanness.

The second question that social change presents is the question of how people will cope with rapid and profound alterations in their lives. Toffler (1970) believes,

> First it became clear that future shock is no longer a distantly potential danger, but a real sickness from which increasingly large numbers already suffer. The psychological condition can be described in medical and psychiatric terms. It is the disease of change.
>
> Second, I gradually came to be appalled by how little is actually known about adaptivity, either by those who call for and create vast changes in our society, or by those who supposedly prepare us to cope with those changes. Earnest intellectuals talk bravely about 'education for change' or 'preparing people for the future.' But we know virtually nothing about how to do it (p. 175).

The third major problem, is that rapid and profound social change present a problem of "overchoice." Several hours of viewing television commercials will substantiate that we face the problem of overchoice of material goods. Throughout history, scarcity has been the context of decisions about how to live. Overchoice, of course, is a privilege of certain segments of our society and not true, at least in the extent of choice, for many millions of disadvantaged people.

Social change is something which the institution of education cannot avoid. Education must be a source of leadership in defining and developing humanness. The very position of power which education holds in our nation demands these responsibilities. Peter Drucker (1968) has indicated,

> The knowledge industries, which produce and distribute ideas and information rather than goods or services, accounted in 1955 for one-quarter of the U.S. gross national product. This was already three times the proportion of the national product that the country had spent on the 'knowledge sector' in 1900. Yet by 1965, ten years later, the knowledge sector was taking one-third of a much bigger national product. In the late 1970's it will account for one-half of the total national product (p. 263).

Education not only has economic power but also status power since schools are the nation's major "sorter and certifier" of people. As the Kerner Report indicates, labor provided a means of acculturation for many immigrants in the 1800's. Today, however, it is difficult to find any institution which has the power over people's destiny as do the schools. In saying this, I am not unaware that there are many intervening variables between education and income in particular, and between education and "the good life" in general.

## Changing Roles of Teachers and Administrators

From a variety of sources, new understandings of human behavior and learning are bringing a picture that should change our perceptions of administrators and teachers. No doubt you have heard of the concept of the self-fulfilling prophecy in which people tend to cause what they expect. Rosenthal (1968) and his associates have provided some suggestive research that this notion may be true. Rosenthal first began his investigation of the function of people's expectations by telling laboratory employees that certain rats in an experiment were of higher intelligence than others. He then measured the training results to see if they were affected by the researchers' expectations. They were. Rosenthal then took his hypothesis to a school where, through a fake test, teachers were misled to believe that students of lesser intelligence were actually brighter so that the teachers tended to treat them differently. Results showed that the children thought to be brighter indeed perform as the teacher expects.

The expectations of the group are also important. In Dr. Jerome Frank's interesting comparative study of various schools of modern psychotherapy as well as healing in primitive society, religious revivalism, and communist thought form, the function of "an assumptive world view" was explored. Frank (1961) states,

> In short, methods of primitive healing involve an interplay between patient, healing group, and the world of the supernatural, which serves to raise the patients expectancy of cure, help him to harmonize his inner conflicts, reintegrate him with his group and spirit world, supply a conceptual framework to aid this, and stir him emotionally. In the process they combat his anxiety and strengthen his sense of self-worth (p. 53).

Another important variable in the process of educating the disadvantaged is the sense of which one feels control over his destiny. The Coleman, et al. (1966) large-scale survey of education in the United States produced impressive evidence that this is a significant factor in prediction. They found that belief in control of environment was the major differentiating factor between white and Negro school children, that this belief is the best predictor of school achievement for Negro children, the second best predictor for white children when other variables were held constant, and that the correlation of this belief with achievement is as high as the correlation of achievement with ability measures.

Melvin Seeman (1968) studied the relationship between "sense of destiny" and learning in a variety of institutional settings including prisons. Seeman concludes,

> The ability to learn and retain knowledge which some connect with control over an individual's future (politics, parole, or health information) is also directly affected by belonging to a union or other relevant organizations, and to a person's alienation. To the extent that he feels powerless to affect his future, he will not learn as well what he needs to know to affect it (p. 39).

An illustration of the function of the sense of control is found in the leadership ability of some criminals. In William Ellis's (1969) descriptive research of the Westside Organization in Chicago he says, "Within leadership structures of lower-class Black political organizations, leadership rank is correlated with early experience in illegal activities that require administrative skills - in the broad sense of the ability to manipulate other (p. 69)."

Before considering what these concepts might mean for a program for adult education let us consider one more idea. William Glasser (1965), who is beginning to have an impact on education and had many of his ideas, shaped while working for the California Youth Authorities, has made a startling claim. He suggests that people do not act irresponsibly because they are ill but rather that they are ill because they act irresponsibly. Those in therapy and in education who believe that insight precedes a change of behavior will no doubt disagree with Glasser's orientation. It seems obvious, at least to some, that knowledge leads to a change in behavior. The question at stake is this, will a person be different because he thinks differently or will he think differently because he acts differently?

Martin Fishbein (1968), at the conclusion of his survey of theory and research in the area of attitude and change, makes this remark worth pondering:

> After more than seventy-five years of attitude research there is still little, if any, consistent evidence supporting the hypothesis that knowledge of an individual's attitude toward some object will allow one to predict the way he will behave with respect to the object. Indeed, what little evidence there is to support any relationship between attitude and behavior comes from studies showing that a person tends to bring his attitudes into line with his behavior rather than from studies demonstrating that behavior is a function of attitude (p. 477).

What do these points of view have to do with adult education? It makes little sense to repeatedly treat a person in such a way so as to rob him of his sense of worth, to give him no control over his destiny, and then expect that a few weeks in a classroom will change his attitude about himself and his behavior in the future. The entire experience must be educationally oriented!

You can say, as does the Crime Commission Report of 1967 (President's Commission, 1967), that very few people now in correction system are hired to do training or teaching. That is true if you think in terms of walls between administrators and educators. We have known, for example, for years that some janitors run our schools because they control communications through the wastebasket and control the learning climate by what they do to rooms and teachers. The secretaries and guards and multitude of paraprofessionals involved in corrections are potential intervention agents. The experiments at the National Training School for Boys in Washington D. C., the project in Provo, Utah, the California Community

Treatment Project, the Turrel Residential Center, and other similar innovations have clearly indicated that a change in expectations, an alteration of the decision-making process of the organization, the proximity of the treatment to the community and to reality, and the behavior changing orientation, have had significant results.

The challenge to a program of adult education in corrections is not only to become more efficient but more effective, not only to be more innovative but more involved, and not only more curricular but more compassionate. There are many reasons for you to be pessimistic about your tasks, but I challenge you with these words spoken by Victor Hugo nearly 100 years ago, "If a soul is left in darkness, sin will be committed. The guilty one is not he who commits the sin, but he who causes the darkness." I charge you to light the darkness by letting the walls of education in corrections, fall down and out.

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# TIME FOR PROGRESS

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My remarks are not in the guise of scholarly research, nor are they based on the experiences of a long career in the field of corrections. I am first and foremost an adult educator dedicated to the proposition that learning is a natural, humanizing, life-long process. It is indispensable to personal growth, economic success, and responsible citizenship. For all these reasons and more, education within the framework of the correctional process is of paramount importance. I am delighted, therefore, with the recently gained opportunity to work within the federal correctional system to help improve the quality and quantity of the teaching/learning enterprise in that system. I am equally pleased to share my initial impressions as a newcomer to corrections about the paths along which progress is most likely to occur.

The time for progress is here, the fact of progress rests with us, and the significance of the progress we make in the months and years ahead depends upon the success we encounter or create in at least four major areas: (1) abandoning questionable myths, (2) strengthening some promising trends, (3) searching for viable alternatives, and (4) recognizing the progress made.

## Abandoning Questionable Myths

### Education as Panacea

Progress is sometimes impeded by our fond or unquestioning allegiance to the oldest of all American myths, namely, that education is the panacea for all our ills. Whether we desire longer life, better health, social recognition, career advancement or a new career, more purchasing power, improved sexual skill and prowess, or flat abdomens and Grecian hips, education and training are the sure routes to success.

In corrections the belief is similarly strong. Train the staff, improve the delivery system, motivate the residents, build better learning centers, design modern shops and laboratories with contemporary equipment and we will do away with recidivism. If, in the society at large, we eliminate poverty and ignorance, and ensure loving parental nurture and proper potty training - all through education of course - we will eliminate crime and criminals and the institutions we build to contain unloved and unwilling offenders against society's standards.

Stated in these hyperbolic terms the issue seems ludicrous, but the point is simply this: that as educators interested in the personal growth and occupational development of offenders in our care, we are, at best, personally, professionally and financially limited from doing all that should be done for most. More tragically, we are at times powerless to do anything at all for the few whose particular physical and emotional condition makes progress virtually impossible.

We have an important job to do, but we can't do it alone. Progress in corrections will come as we deal with ourselves realistically and recognize the absolute interdependence of educator, case manager, correctional officer, counselor, business manager, inmate and every other person who has a role to play in the process of socialization.

## Career Education as the New Religion

Relatively new ringing rhetoric has arisen in Washington during the last several years years having to do with a concept called "career education." To listen very long to the hymns of praise and the promises of bliss and blessing ascribed to career education is to begin to believe that a new educational cult has been born. Its high priests seem to have discovered suddenly that education has something significant to do with preparation for the world of work.

None of us would deny the truth of that "discovery," nor would we disparage any effort to improve the contributions that education at all levels, including correctional education, can make to the enhancement of rewarding career opportunities. While relentlessly seeking ways to improve our offerings related to career education and incorporating its insights into our total program, we should learn to deal realistically and humanely with this new shibboleth of educational respectability. Career education is a valuable concept (no other term works better these days in the game of grantsmanship), but it can become a dangerous cult, a dehumanizing influence, a scapegoat for loss of faith in the life of the mind in higher education and, if you'll excuse a leftist term, in liberal education. Let's not forget that our progress depends just as much on our skill in creating programs aimed specifically at appropriate changes in the attitudes, values and self-images of offenders, as it does on helping them to gain specific job skills.

## Employment as Nirvana

For most of us a job is indispensable. If we're lucky, it's also rewarding psychologically as well as economically. But all of the glib talk about the "work ethic," "the dignity of work," and the sense of identity" one derives from work leads me to suspect that there is a myth alive in the land that champions employment per se as the ultimate end of all our educational endeavors. Genuine progress, however, lies in a more balanced approach that emphasizes equally the need for personal growth and adequate preparation for life in households, in the market place and in contributing to the enrichment of community life.

### Needs as Sufficient

I am always surprised, if not appalled, at our magnificent obsession with the *needs* of people in our care. To be sure, we all have needs, some more basic than others, and all arranged according to some hierarchical scheme devised by Maslow or ourselves. Whether we work in case management, education, or custody, we devise elaborate diagnostic techniques designed to identify the needs, the gaps, and the deficiencies that offenders bring to the experience of incarceration. Progress depends, it seems to me, in recognizing that interests are just as important as needs. By working with more people on the basis of their interests, we may encounter less resistance, more success, and meet very critical needs in the final analysis anyway.

## Strengthening Some Promising Trends

In addition to the abandonment of certain myths, progress depends on strengthening some very promising trends I've observed in the Federal Bureau of Prisons, in some state systems and in the literature. In the interest of time, I will resort to a mere listing of such items along with brief definitions that will serve to remind you of what you already know to be common usage of the terms or phrases catalogued here.

### Decentralization

Attempts to avoid large, monolithic administrative structures are increasing in number. At the present time, we are in the process of establishing regional offices in five strategically located sites in order to make policy production, implementation, monitoring and communication more manageable and meaningful.

### Functional Unit Management

While it is not feasible to raze gargantuan facilities overnight and build smaller institutions, it is possible and productive to establish decentralized styles of administration in existing institutions that place staff and residents in more frequent and meaningful contact.

### Use of Community Resources

As an alternative to building large in-house capacity to deliver educational and other services, we are consciously taking steps to capitalize upon local agencies and individuals for providing flexible up-to-date programs of instruction and treatment.

### Co-Corrections

As experience and evidence accumulates, we are convinced that institutions organized along single sex lines are outmoded and to some extent counterproductive. Our new institutions are being designed as co-correctional facilities and one aim is to establish correctional communities that approximate, as nearly as possible in sex, age, life-style, and economic background, the community at large.

### Differential Treatment

Complementary to functional unit management is the trend to create within institutions groups that are homogenous in terms of one or more factors including personality traits, types of offense, or learning abilities and interests. Treatment strategies are then developed for each unit in terms of processes and procedures that are most promising of lasting affect.

### Staff Matching

On the principle that the differential skills, interests and professional training of staff members make their roles more meaningful with some kinds of offenders than others, the concept of staff matching arises as a way of creating the most productive linkages between staff members and clients.

### Post-Secondary Education

The startling rise in the mean level of educational achievement of new commitments makes it more and more necessary to expand college level opportunities. In some of our federal institutions at least 65 percent of the population has completed high school. The needs and interests of these persons present a new challenge.

### Pleasant Facilities

I am beginning to discover that educational programs flourish most in these correctional institutions where deliberate planning for open space, inviting colors, attractive combinations of textures, well-equipped learning labs, and functional furnishings have created enclaves for learning that are sought out and highly valued by the inmates themselves. Nothing does a greater disservice, on the other hand, than 4th-class quarters, outmoded materials and a dingy environment.

## Searching for Viable Alternatives

Time constraints prohibit full elaboration of this essential ingredient to progress, but let us all admit in passing that we encounter in our institutions, almost daily, people who should never have been sent there to begin with. The experiments with pre-trial diversion, community-based treatment, furloughs and other alternatives to uninterrupted incarceration must be explored. We are dealing here, of course, with a problem that entails the entire system of criminal justice, not just that small but significant corner of corrections.

## Recognizing the Progress Made

Progress seldom grows out of obsessive pessimism. We are often discouraged with results, and hopefully that serves to strengthen our resolve to do better. On occasion, however, we wallow in self-pity and cower before our critics when we should be feeling fairly positive about the successes we do have, even where most known factors are predictive of failure.

The Attorney General delivered a press release which points to the fact that our performance is not necessarily as dismal as the prophets of doom and discouragement are inclined to think. Mr. Saxbe referred to a study of 1970 federal releasees indicating that only 3 out of 10 were not successful in remaining free of arrest and incarceration. The press release follows:

> Two out of every three offenders released from the Federal Prison System in 1970 did not return to prison for a serious offense within a two-year period, Attorney General William B. Saxbe announced today.
>
> "This recidivism rate is by no means as low as I would like to see for the federal system" the Attorney General said. "But it certainly refutes the charges we keep hearing about a 70 or 80 percent recidivism rate for all prison systems."
>
> The Attorney General added that it has been 10 years since there has been a major recidivism study of the Federal prison population.
>
> "During those years the population has gotten tougher but the success rate for offenders has improved. I think that says something for corrections at the federal level," he declared.
>
> The statistics were contained in a just-completed Bureau of Prisons research project which used FBI records to determine the rate at which ex-offenders were being returned to prison.
>
> The Bureau's researchers used as a definition of recidivism any parole revocation or sentence of 60 days or more to prison, jail, or probation for new offenses, including misdeameanors, committed within two years of release from prison. Their study of over 1,800 inmates showed the recidivism rate to be no higher than 33 per cent.
>
> Norman A. Carlson, director of the Bureau of Prisons, said

the research also showed that inmates in the system today are more likely to have committed serious crimes than inmates of 10 or 15 years ago.

"A prior study of the federal system indicates that 11 per cent of the inmates released in 1956 had been convicted of crimes such as homicide, kidnapping, extortion, robbery, assault, and narcotics trafficking. Of those released in the 1970 group, 15 per cent had been convicted of these crimes and last year the figure reached 21 percent," Mr. Carlson said.

The earlier study, by Criminologist Dr. Daniel Glaser, found a recidivism rate of 35 percent for federal offenders released in 1956. The new research showed varying rates of recidivism for individual subgroups within the overall population released in 1970. The findings included the following:

- Older inmates have a higher success rate than younger ones.
- Minority group offenders have a lower success rate than whites.
- Inmates who are disciplined for disruptive conduct in prison fail more often than the vast majority whose conduct is not disruptive.
- Adult females succeed at a rate nearly 10 per cent higher than adult males, while youthful females enjoy a 7.5 per cent better success rate than their male counterparts.
- Persons convicted of some of the more serious crimes (e.g. robbery, assault, narcotics) have a lower recidivism rate than those convicted of some non-violent crimes (e.g. auto theft, larceny).

These facts are interesting. Others are disturbint. Progress has been made, but challenges still outnumber accomplishments. Each of us must make the time and take the time for progress.

# CAREER DEVELOPMENT OF OFFENDERS AND STAFF
# IN THE
# CRIMINAL JUSTICE SYSTEM

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## Introduction

Over the past ten years crime in American has continued to increase in frequency, degree and complexity. People rarely found in the criminal population in the past are now present in considerable numbers. Middle class youths committing offenses for drug abuse, incorrigibility, and serious violence, are now well numbered in the criminal element. Highly aggressive and violent offenders from all levels of society too, are now common in the system. Greater number of mentally disturbed and psychologically unstable individuals have also entered the ranks of crime. The criminal justice system and particularly law enforcement agencies and the federal, state, and local correctional institutions have been expected to curb the growing crime rate and to return the criminal back to society as a productive member working within the law. This, of course, is only part of the picture. Crime comes from within the community, and it is our society, our people, and our community that must eventually identify, analyze, and seek solutions to crime.

In December 1971, President Nixon, in a message to the First National Conference on Corrections, defined steps necessary to turn back the crime wave. More effective police work, and court reform to insure speedy, but fair trials were needed. Protection of society was stated as being dependent largely on the correction of the criminal.

The criminal justice system apprehends, prosecutes, and administers the judiciary process and the incarceration and release functions relating to crime and the criminal. In the incarceration element increasing emphasis has been given to long-term release preparation of the offender. The importance of offender education/training and employment in the rehabilitation process have been recognized by institutional staff. The business community now, for the most part, realizes that crime prevention and criminal rehabilitation are an economic advantage and that they can reduce costs of building and operating prisons by hiring ex-offenders. Thus, the career development of offenders becomes a focal point in the rehabilitation process. In addition to the impact of relationships with other offenders, the impact that staff has upon the offender is probably the most significant experience the offender encounters during incarceration. Career development of staff too, must be a part of this focus.

> To become a fully functional adult one prerequisite is essential: a job. In our society a person's occupation determines more than anything else what

> life he (or she) will lead and how others regard him (or her).
>
> Of course other important factors - family, wealth, race, age - exert significant influence on his future. But for most young people, it is securing jobs consistent with their aspirations that is crucial, that provides a stake in the law-abiding world and a vestibule to an expanding series of opportunities. To marry, to raise a family, to participate in civic affairs, to advance economically, socially, (morally) and intellectually (President's Commission, 1967).

## The Criminal Justice System

### The System Defined

The criminal justice system encompasses the functions of crime prevention, law enforcement, courts, probation, incarceration, parole and discharge. From the moment of arrest the offender enters the system, and he is a part of the system in all subsequent events up to and including release. The purpose of this paper is to examine the sytem and consider career development of staff and offender in the system. Before examing the system, it is appropriate to consider briefly, some historical elements of crime and punishment and early justice systems.

### Historical Background

Throughout history, man's religion has played a powerful role in crime, punishment, and the criminal justice sytem. Two divergent disciplines have existed. On the one hand, the followers of the Judaic Code and the Old Testament command stern respect for law and order, quick and certain punishment, and demand an "eye for an eye." On the other hand, through Christianity, the fountainhead of humanitarianism, the stress has been upon mercy and this quality is reflected in the New Testament. Uniquely, it was a Western World concept, actually a nineteenth century concept, that first spoke to treatment or rehabilitation of the offender as a part of the incarceration experience. This discipline fostered the "age of psychiatry" and spearheaded a movement called "diminished responsibility." Here the idea is simple. If a person is afflicted, he is not accountable. This humanitarianism movement is one of mercy and compassion while the other movement seeks to "keep the house in order."

### The California Criminal Justice System

The agencies that administer the system include law enforcement, prosecution, criminal courts, and state and local correctional agencies. Please see Figure 1.

## AGENCIES THAT ADMINISTER THE CALIFORNIA CRIMINAL JUSTICE SYSYEM

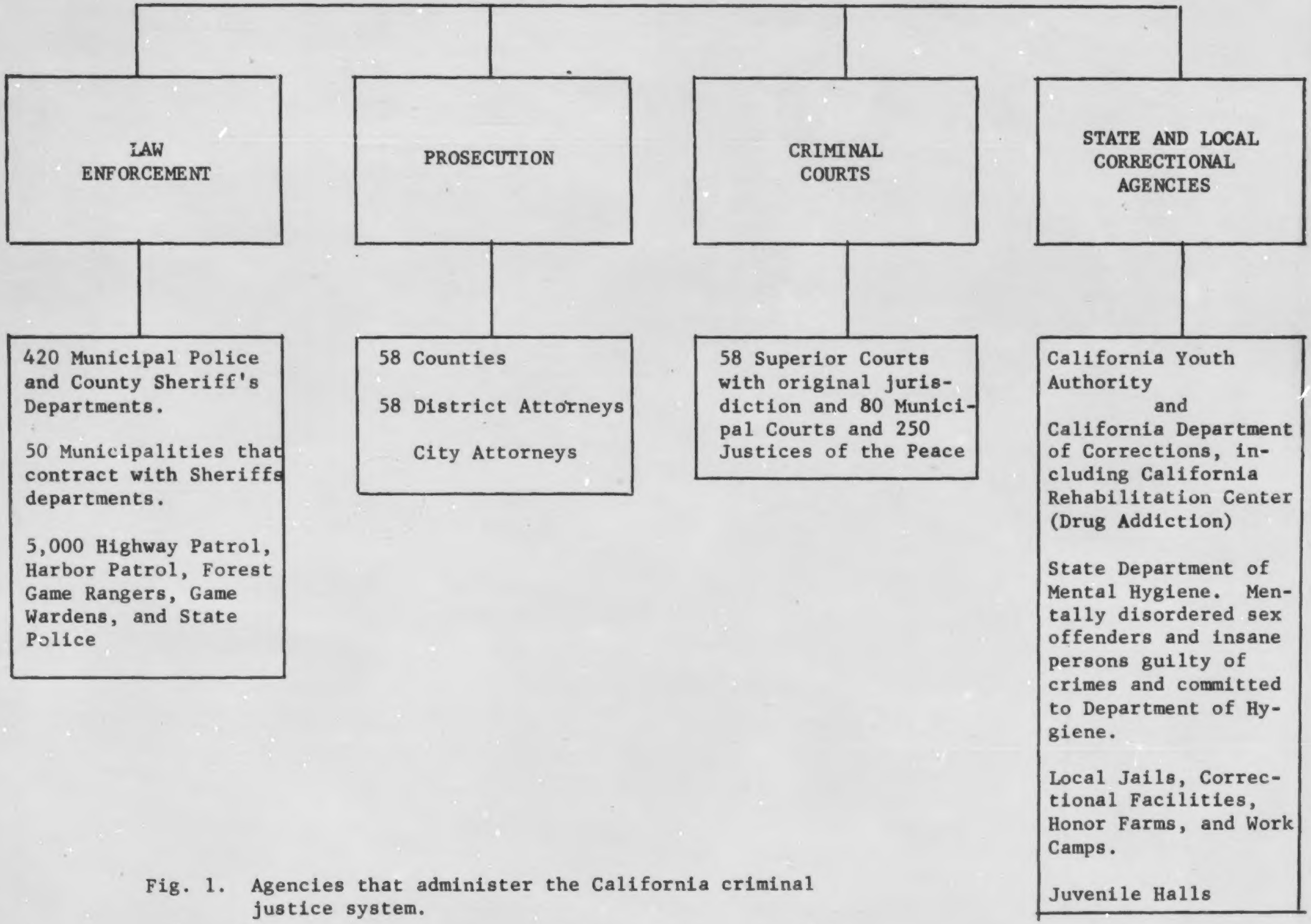
LAW ENFORCEMENT
PROSECUTION
CRIMINAL COURTS
STATE AND LOCAL CORRECTIONAL AGENCIES
420 Municipal Police and County Sheriff's Departments.
50 Municipalities that contract with Sheriffs departments.
5,000 Highway Patrol, Harbor Patrol, Forest Game Rangers, Game Wardens, and State Police
58 Counties
58 District Attorneys
City Attorneys
58 Superior Courts with original jurisdiction and 80 Municipal Courts and 250 Justices of the Peace
California Youth Authority and California Department of Corrections, including California Rehabilitation Center (Drug Addiction)
State Department of Mental Hygiene. Mentally disordered sex offenders and insane persons guilty of crimes and committed to Department of Hygiene.
Local Jails, Correctional Facilities, Honor Farms, and Work Camps.
Juvenile Halls

Fig. 1. Agencies that administer the California criminal justice system.

*Law Enforcement and Prosecution*. Law enforcement agencies emcompass 420 municipal police and county sheriffs' departments. Sheriffs' departments are contracted with by 50 municipalities. Included in this element are the 5,000 highway patrolmen, game wardens, harbor patrol, forest rangers and state law enforcement officers.

California has 58 counties and each has a district attorney. City attorneys are in this element also.

Immediately following the arrest of a suspected felon an arrest report is made in writing by the arresting officer. (Because of lack of space only felony offenders were considered.) This report is referred to the district attorney with a request for complaint to be filed against the defendant. This must be acted upon within 48 hours. If the district attorney chooses not to issue the complaint he will not prosecute. If he files a complaint he will forward it to the municipal court. Here the defendant will be arraigned to answer the complaint. A preliminary hearing date is set, and bail is considered.

At the preliminary hearing the district attorney presents the evidence. If the court finds from the evidence that there is probable cause to believe that a felony was committed and the defendant did it, an order will be given binding defendant over to superior court. The judge does not test the evidence to see if it is true or false at this time. He does ascertain if there is sufficient evidence to hold the man for trial. He either dismisses the complaint for lack of evidence or remands the defendant to Superior Court.

*Criminal Courts*. Each of the 58 counties has a superior court with original jurisdiction, 80 municipal courts and 250 justices of the peace.

In the Superior Court the defendant pleads guilty or not guilty. If he pleads guilty a probation hearing will be held at which time the judge will make a decision either to grant probation or send him to prison. He might also suspend the prison sentence and send the defendant to county jail. If the defendant pleads not guilty a date for trial is set. At this trial the verdict is usually established by the jury; however, if both prosecution and defendant agree, a jury trial may be waived and the defendant will be tried by the judge.

If the defendant is found not guilty he is free. If he is found guilty, consideration is given for probation. If probation is denied the defendant goes to prison for the term prescribed by law. In California, the penalty phase, or setting the actual sentence, is done at a special penalty hearing apart from the trial.

If, in the opinion of the judge, probation might be the better course, yet he is not certain, the offender may be remanded to the custody of the Director of Corrections (see section 1803 California Penal Code) as a "Z" case. The offender will undergo six weeks of testing, observation and evaluation at one of the two large reception guidance centers. After this period, recommendations will be made to the judge, either for probation or incarceration.

State and Local Correctional Agencies. The California Youth Authority, the California Department of Corrections including the California Rehabilitation Center (for addicts), the State Department of Mental Hygiene, county and local jails, honor farms, work camps and correctional facilities, including juvenile halls, comprise this element. Mental hygiene is charged with control of mentally disordered sex offenders and insane persons guilty of crimes and committed to Hygiene.

Once remanded to the Director of Corrections, the offender goes to a reception guidance center for a six-week evaluation period. Here he is given batteries of psychological, interest, achievement, preference, aptitude, and intelligence tests and is observed carefully as to his adjustment to incarceration. Recommendations are made regarding the work, education, custody, training, and therapy needs of the offender, and a determination is made as to which institution might best meet these needs.

Once at the institution, the offender is oriented and programmed by the Initial Classification Committee. Record of his work, training, education, recreation, religion, and all phases of his adjustment are prepared periodically and furnish the basis for the report to the Adult Authority. Each offender appears before this board at least once a year. The board notes the progress made and problems incurred and after careful discussion with the offender regarding his strengths and weaknesses sets a date for parole or denies parole.

In California, minimum eligible parole dates are set depending upon the offense. If the offender is given a date his release planning is accelerated and efforts will be made to get him to an institution near the geographic area of his release. Through temporary passes to the community he builds up family relationships, firms-up job and further career planning, and completes union and apprenticeship activities.

Through work-furlough the offender goes on a regular basis to the community to work and re-acclimatizes himself with the free world. His parole agent works closely with institution staff and the offender up to three months prior to parole. After release from the institution, the offender goes on parole and must meet the conditions of parole. If the offender violates his parole or commits a new crime, he is returned to prison either to finish his term or to finish his term with a new term added.

Superior Court. Superior Court dispositions have increased from 47,000 defendants in 1968 to 65,000 in 1971. They conviction rate remained steady. Sentencing patterns changed reducing the number of persons sent to prison from 13.5 percent in 1968 to 9.7 percent in 1971. Youth authority commitments dropped also. The use of probation has grown markedly, and this growth preceded the state probation subsidy plan. This plan provides funds to counties who reduce the number of criminal defendants they sentence to state institutions in the amount of about $4,000 a year per defendant. As sentences to prisons have declined, local custody sentences to jails and probation have grown.

Population Compaction. Los Angeles County has approximately 35 percent of the state's population and is responsible for 35 to 50 percent of the state's felony activity. Los Angeles and eleven other counties account for 75 percent of the state's population.

Defendants. In 1971, seventy-eight out of each hundred defendants had a prior arrest history. Thirty of the defendants had minor records (90 days jail or less than 2 years probation), 32 had major records (over 90 days jail or over 2 years probation), and 16 had been in prison one or more times. The annual report emphasizes that the bulk of the crime and delinquency problem in California is handled locally. About 10 percent or less of the problem was being handled by state agencies.

## Career Development of Offenders and Staff in the California System

Law enforcement, prosecution, courts and correctional agencies comprise the criminal justice system. This system through its agencies is the recipient of the offender. The system is charged with the arrest, prosecution, trial, sentence, and release of the offender. Primarily the system is charged with protection of the people by control of the offender; however, the system is also responsible for changing behaviors of the offender when possible.

Traditionally, correctional institutions have been charged with the responsibility to confine and "correct" the offender; however, significant re-direction of the offender may take place at any point in the system. Rehabilitation, redirection, correction are broad terms and encompass many things. Of primary importance in working with the offender is the changing of his behavior in order that he can function fully as an individual, capable of understanding himself and his potential, being able to make friends and getting along with others, capable of being responsible as a citizen and able to earn an honest and quality living. These specific objectives comprise the major elements of career development.

Staff people who work with the offender, their training, attitudes, philosophies, competencies, stability, and career development are the key people to assist the offender in changing his behavior. The balance of this paper is directed toward examining present career development of both offenders and staff in the California system of criminal justice, to define some problem areas, and to consider some possibilities for future study.

### Staff Career Development

There appears to be little possibility for lateral transfers or promotions from one agency of the system into another, except by examination. Within each agency there are broad opportunities for career development. Figure 2 shows some of these possibilities.

Law Enforcement Agencies

| Police Department | Sheriff's Department | State Police | Highway Patrol |
|---|---|---|---|
| Police Commissioner | (Sheriff) | Commissioner | Commissioner |
| Captain | Captain | Captain | Captain |
| Lieutenant | Lieutenant | Lieutenant | Lieutenant |
| Sergeant | Sergeant | Sergeant | Sergeant |
| Officer | Senior Officer | Officer | Officer |
| | Officer (Deputies) | | |

Prosecution and Courts

| | |
|---|---|
| (District Attorney) | (State Supreme Court Judge) |
| Chief Deputy D.A. | (Superior Court Judge) |
| Assistant D.A. | (Justice/Municipal Court Judge) |
| Deputy District Attorney | Lawyer |

Fig. 2. Career development opportunities for staff of law enforcement agencies, prosecution and courts.

The Joint Commission on Correctional Manpower and Training, in their final report (Joint Commission, 1969), note that many times administrators are promoted because of their competency in dealing with offenders and not because of any special academic training, work experience, skills in managing others, or ability to get things done through other people. Nation-wide through the Law Enforcement Assistance Administration, United States Department of Justice, staff members of the criminal justice system have had opportunity to improve their knowledge, skills, and competencies.

In 1972, the above administration gave special assistance to improvement of community-based correctional programs and up-grading of staff through an increased budget of about a quarter of a billion dollars. Throughout California there are many opportunities for criminal justice staff to increase their competencies, skills, and knowledge. Many community colleges offer complete courses in criminology and criminal science, leading to the Associate of Science Degree. An example is the excellent Correctional Science program available at Chaffey College in Alta Loma, California. Another example is the outstanding Delinquency Control Institute at University of Southern California. This institute provides students from across the country with in-depth training in current techniques of handling youth and its problems, with special emphasis on delinquency prevention.

Opportunities for further advancement beyond the community college are available at the state colleges and universities. Here the degree requirements may be earned, leading to the Bachelor of Science degree in police administration, correctional administration or social science. Other outstanding opportunities are the California Highway Patrol Institute, Los Angeles Police Academy and the new Criminal Justice Training Center for State Youth Authority and Adult Correctional Workers at Modesto, California. The schools of Criminology at the University of California are internationally recognized, as are their schools of law.

Figures 3 and 4 depict some of the possibilities for career development in state correctional institutions. In California, correctional workers have many opportunities for career development besides formal academic work: continuous in-service-training and education, career executive appointments, staff-development opportunities, educational leave for faculty, seminars, work-shops, management institutes, visitations to the community, community participation in study groups, acting responsibilities in the absence of their supervisor, lateral transfers to gain experience, and pre-management work-shops. All offer the correctional worker many ways to develop career-wise.

Probably the most important person in career development of staff in the system is that person's immediate supervisor. His responsibility includes staff development or career development of employees under his supervision. He rates the employee's performance. This assessment of performance should include a practical plan for career development. The supervisor should help the employee formulate his career goal, help him implement this goal, and provide him some alternatives. The supervisor has a responsibility for continual assessment of the career development plan of the employee as well as his performance.

## Some Problem Areas and Areas for Future Study

As previously mentioned, little opportunity exists for staff lateral transfers or promotions from one agency in the system to another, except by examination. This is a major weakness of the system and certainly an area for future study.

There appears to be no formally organized programs or resource centers for lower level employees to participate in career development, planning and assessment. There are many excellent in-service education and training programs to increase employee skill competencies and development in the same job. The annual performance evaluation, as example, is a helpful tool for the employee, but unless his immediate supervisor gives counsel, advice and guidance to the employee regarding his short-term and long-term career goals he probably will leave it to chance. The impact the sergeant, foreman, supervisor, or administrator have on the new employee, his adjustment to the system and his future plans regarding his career in the system warrants further careful study.

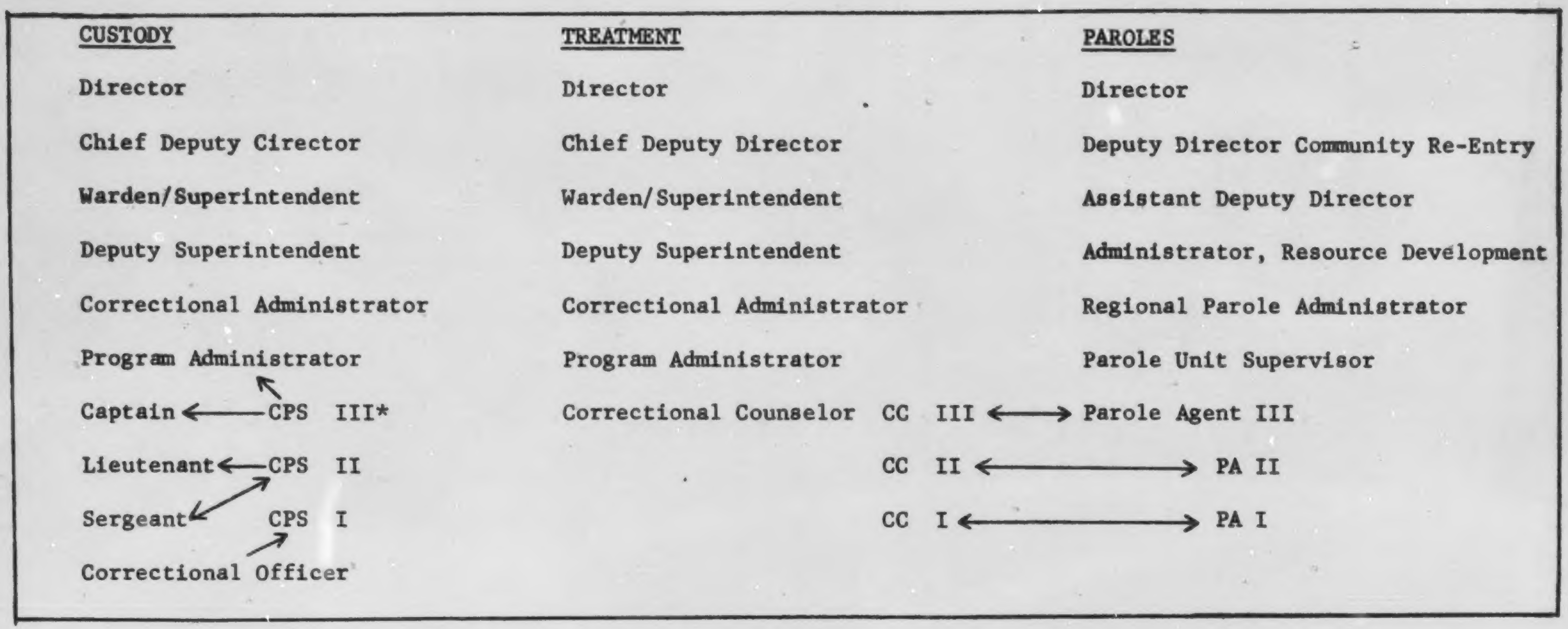
CUSTODY
Director
Chief Deputy Cirector
Warden/Superintendent
Deputy Superintendent
Correctional Administrator
Program Administrator
Captain
CPS III*
Lieutenant
CPS II
Sergeant
CPS I
Correctional Officer
TREATMENT
Director
Chief Deputy Director
Warden/Superintendent
Deputy Superintendent
Correctional Administrator
Program Administrator
Correctional Counselor
CC III
CC II
CC I
PAROLES
Director
Deputy Director Community Re-Entry
Assistant Deputy Director
Administrator, Resource Development
Regional Parole Administrator
Parole Unit Supervisor
Parole Agent III
PA II
PA I

Fig. 3. Career development opportunities for staff of correctional institutions

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* Correctional

**EDUCATION**

Director
Chief Deputy Director
Warden/Superintendent
Deputy Superintendent/Chief of Education
Supervisor, Correctional Educ. Programs
Supervisor, Academic/Vocational Inst.
Teachers/Instructors

**INDUSTRIES**

Director
Chief Deputy Director
Warden/Superintendent
Industries Manager
Assistant Industries Manager
Factory Superintendent
Assistant Factory Superintendent
Foreman

**BUSINESS SERVICES**

Director
Chief Deputy Director
Warden/Superintendent
Deputy Superintendent
Business Manager

| | | |
|---|---|---|
| Accountant | Procurement Officer 1, 2, 3 | Food Manager,<br>Chief of Plant Operations 1, 2, 3 |
| Accounting Tech. | Warehouseman 1, 2, 3 | Supervising Cook<br>etc. Foreman |
| Accounting Clerk | Storekeeper 1, 2 | |

Fig. 4. Career development opportunities for staff of correctional institutions.

## Status of the System[1]

Index crimes, those crimes comprising the seven major offense groups--willingful homicide, robbery, aggravated assault, forcible rape, burglary, grand theft, and auto theft--have increased in California from 400,000 to 700,000 from 1961 to 1971. The rate of offenses, per 100,000 population, has increased 61 percent. Robbery rose the highest at 100 percent and aggravated assault the least at 54 percent growth. The Bureau of Crime Statistics has noted that although crime totals have climbed in the five-year period, there are indications that the growth factor might be declining.

Adult Felony Arrests. Adult felony arrest charges are up 87 percent in rate per 100,000 population, and drugs have been the major reason. In 1966 drugs were involved in one out of six felony arrests. In 1971 the rate was one out of three. Drug arrests per 100,000 population have risen 388 percent over the 1966 level. The arrest rate of all other offenses (except drugs) increased only 42 percent.

Adult Misdemeanor Arrests. Adult misdemeanor arrest had a small rise the last six years. Drunkenness decreased 19 percent while drunk driving increased from 70,000 in 1966 to 190,000 in 1971.

Juvenile Arrests. Juvenile involvement in crime in the five-year period was at the 18 percent level. Statewide juvenile drug arrests rose from 4,800 in 1966 to 35,000 in 1971. This is a 588 percent rate increase.

Crime Ratios. Although crime is on the rise, fewer people are arrested for the index crimes. This is partly because people report to the police certain offense that are of the type that do not lead to arrest. Police dispositions are changing.

Adult Dispositions. Police tend to formally charge persons they arrest and to release fewer persons. The lower courts have tended to divert defendants from felony level courts. In 1968, the Bureau of Criminal Statistics noted the 50 percent of lower court cases were dismissed or acquitted and 50 percent convicted. In 1971 about 62 percent were convicted. Section 17 of the California Penal Code was modified in 1969 and allows lower courts to dispose of felony cases when an alternative to prison or jail is provided and where a jail or probation sentence appears to be appropriate. This legislation has had powerful impact on the law enforcement, courts, prosecution, and correctional structures of the criminal justice system.

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[1] See Crime and Delinquency in California, California Department of Justice, Division of Law Enforcement, Bureau of Criminal Statistics.

Career development for staff in all areas of labor, management, government, and especially in the criminal justice system today, demands an on-going program of self-improvement through formal education and training. This simply means staff people have to be better prepared as to competency, knowledge and experience. To do this, each staff person needs a practical career development plan based upon career information, career branching, and related career possibilities. Important in this planning is the careful assessment of the staff person's present assets and competencies, some short-term attainable goals with alternatives, and long-term career goals with alternatives. It would be simplistic for a patrolman or correctional officer to have only one goal, that of Chief of Police, Sheriff, or Superintendent. It is significant to note that the 52 final recommendations made by the Joint Commission on Manpower and Training approximately 31 related to career development needs of staff in the criminal justice system nationwide (Joint Commission, 1969).

Immobility or refusal to move from one geographic area to another appears to be a problem for some staff in the system. Selling homes, leaving friends, changing schools and churches are seemingly a threat to older employees. There are many advantages to transfers to new jobs and to new areas. Career opportunities are expanding in Southern California especially, yet some staff resist moving to this area because of pollution and population density. Some study should be given to developing ways of reducing immobility of older staff, as their broad experiences and knowledge are valuable resources.

## Offender Career Development

From the time of arrest, through probation, prosecution, the courts and correctional institutions to release, the juvenile and adult offender receive a liberal, informal, milieu-type of education. This, of course, does little toward career development or preparation of these offenders for a successful return to the community. Probably the first significant effort to assist these offenders in their career development is changing the philosophy of corrections from one of prisons and jails toward a community treatment effort. For youths this philosophy was assisted by the California Aid for Probation Services Law (1966). Here the youth is retained and supervised by the participating county probation department. He is, in many cases, allowed to remain in school or on a job, and he receives counseling and guidance from his probation officer, counselor, family and the ministry. Commitments to the youth authority dropped 60 percent from 1966 to 1971. If the offender is committed he receives a complete psychological work-up, and he participates in the design of a program of education and training. In California, the juvenile offender has many excellent opportunities for career selection, training, and development.

For the adult offender too, the community-based treatment concept offers the possibility of remaining on the job, remaining productive and self-supporting. Approximately 10,000 adult offenders have "dropped out" of the prison system mainly because of increased use of probation supervision.

Once committed, the adult offender receives a comprehensive medical, physical and psychological work-up, and unless he needs special medical assistance, a suggested program of work, on-the-job training, formal training and education is compiled. A recommendation is made as to what type of institution control is necessary, and the offender is transferred to that or a similar institution. This could be considered the second effort toward career development by the offender.

Once at the institution, the offender receives a short orientation, is interviewed by a counselor, and goes to classification for a program. Here the third effort is implemented. Usually each section of the prison is represented at this classification. A program of work, training, and education is designed with the inmate as a participant in the decision. This classification action will define what the offender is assigned to do, and suggestions are made as to how the offender might utilize his free time to supplement his total program. With the marked decline in adult prison population many men are necessarily assigned to high priority jobs within the institution. The food has to be prepared and served, the buildings and grounds maintained. The laundry is a necessary operation, as is the hospital, the boiler room, and many others.

In order to provide for career development for these offenders, programs of self-improvement are being shifted to extended day/evening hours. This is not desirable, but it is one practical solution. For example, at California Institution for Men two large learning centers are staffed by Credential instructors day and night during the week. The offenders drop in during the day or night, or whenever they have time-off from their assignments, and work toward academic up-grading by using individualized instructional systems. The concept of an external school was initiated at San Quentin Prison early in 1969. Here the offenders pursue their academic education independent of the school, but under the guidance and direction of a master teacher. Thus, external school, open learning centers, evening vocational and industrial training programs, job information and job preparatory centers in the libraries represent the fourth effort to assist the offender in his career development.

The most practical effort to assist the offender in his career, of course, is the full-time assignment to a formal educational training program. Here all the faculty effort and energy of the academic, vocational, and industrial training programs can be marshalled together towards true career preparation and development. This is the fifth major career development effort.

Many offenders are not completely satisfied with their work, school, or training assignments and seek different kinds of opportunities for self-advancement. One example is the growth of offender self-help groups, especially in California prisons. These groups vary, but the emphasis is less staff direction and involvement, and more offender orientation. More top level attention is being focused upon offender self-help groups today, and these groups may assume a more important role in the prison operation in the future. Offender self-help groups, although informal, represent the sixth effort of offender career development.

The seventh career development effort is the offender's preparation for, and actual re-entry into, the community. In this process, the offender moves closer to the geographic area of his release. Counselors, instructors, foremen, supervisors, parole agents, trade advisory people, and the offender's family and friends all work together to develop and implement a practical parole plan to fit the offender's career needs. During this period, usually 180 days prior to release, the parole agent and counselor firm up the release plan. Some offenders visit the community or receive a temporary pass to secure jobs and conduct business related to their job and release. Other offenders are sent to community correctional centers to live while working in the community prior to parole.

The final career development effort is that effort made by the offender to continue in the community as a productive taxpayer and citizen. Here, more than any place, is the setting for true career development.

## Some Problem Areas and Areas for Future Study

Many offenders have not taken an honest assessment of themselves. They tend to over-rate their skills, knowledge, experience, and achievement. It is staff's responsibility to see (a) that each offender is made aware of his strengths and weaknesses and (b) that these important assessments are made known to the offender early in the incarceration period.

Many offender jobs in the prison are necessary to its operation. In order to get offenders to do these jobs, an increasing number provide incentive pay. The importance placed on earning some money by the offender, no matter how small an amount or at what task, has never really been studied, nor has the effect pay numbers have on pulling offenders away from educational and vocational programs. We need to seriously consider an incentive pay program for educational training achievement.

Some offenders are not motivated toward self-improvement. The protective cover of an institution itself deters the offender from doing anything real and practical regarding his career. Especially difficult to motivate are those offenders near their parole date. We need to examine new ways to motivate the non-motivated offender.

Traditional academic and vocational programs are not answering the needs of many of today's offenders, nor are these programs popular with offenders. Academic programs such as the learning centers, open-end classroom, external course work, multi-skill centers, and cluster-skill centers, for example, do meet these needs and are acceptable to the offender.

## Conclusions and Recommendations

It appears that not enough is known about the criminal justice system--what it is, how it works, how it's doing--and what the opportunities, possibilities, and alternatives are for staff/offender career development.

For the most part, people do no usually get involved with law enforcement, prosecution, courts, and correctional institutions unless it becomes necessary. The system has grown without benefit of an organized plan, and has developed in a setting of jurisdictional disputes and opposing philosophies. Certainly, the system has been the recipient of public criticism and neglect. Events and attitudes appear to be changing nationwide which reflect a new interest of the American public toward its criminal justice system and toward the staff and offenders comprising the system. The work of the President's Commission on Law Enforcement and Administration of Justice (1967) and the National Correctional Conference (1971) support this interest.

Recommendation is made to place each state's criminal justice system under one administrative body. As the system is now structured the offender is remanded from one agency to another, and there is little overlapping of service and subsequently less over-all accountability as the offender leaves one agency and enters another. Certainly, the career development of staff and offender would be enhanced if the system were under one administrative body.

Recommendation is made for the development and implementation of an information system designed to inform the American public, offenders and staff of each state, as to what their criminal justice system is, how it operates, how it's doing and what the problems, possibilities, and alternatives are for improvement. As 98 percent of the offenders eventually return to the community, the community must assume a more active role in the system. Accurate information disseminated regularly regarding all phases of the system should be made a part of the responsibility of all arms of the communication media. Important information in this system would be the assessment of what the offenders' competencies are upon arrival in the system; what career opportunities are available and to what degree for his career planning; whether or not the career plan was implemented, and if not, why not; and to what kind of career did the offender go upon parole, and was he successful.

With the increased utilization of probation supervision more difficult to manage, the harder to motivate, and more dangerous, violent offenders will comprise the offender population. The already difficult task of assessment of offender's competencies, guidance/counseling for an attainable career goal, implementation of the plan and follow through to parole is and will continue to become more and more difficult. All staff within the system, and especially correctional staff, need and seek assistance from the community in planning career goals for offenders, as the final destination of these goals lie in successful participation of the offender in the community as a useful, productive, law-abiding citizen.

The people need to be advised also of what the system has provided in the way of career development for staff. With few exceptions, people usually enjoy their work and look forward to some degree of career development. Most states have retirement plans, and benefits increase as the salary and responsibilities of the staff increase. Most people tend to enjoy more job satisfaction as they advance, and assuming they possess the necessary competencies and experience, the new responsibilities of an advancement will continue to enhance their total performance and career development.

A comprehensive study of existing staff career development opportunities should be made from the lowest entry point through each agency in the system. The law enforcement officer, probation officer, foreman, supervisor, parole officer, or correctional officer should be accurately advised (early in his career) as to what the opportunities and requirements are for advancement in his agency and what possibilities exist for entering other agencies within the criminal justice system either by lateral transfer, staff development or promotion.

The correctional process has received more than its fair share of adverse publicity for "failure to correct." Positive news media stories of prison or institution success are rarely found as these stories are seldom published. They obviously do not arouse public interest. Indications are that the American public knows little about its correctional systems, how they operate, their success or failure rate, or their problems, possibilities, or alternatives. It has been said the average citizen does not know what is to be expected of correctional services. Careful study should be made of what the goals and objectives of the correctional institutions are as viewed by the public. At this point public uncertainty exists as to what correctional institutions are, and there is little agreement as to what their goals should be.

Early in the correctional process the offender's competencies, experiences, interests, aptitudes, achievements, attitudes, and knowledge should be carefully measured and assessed. Based upon this information, a long-range career development program should be developed with the offender and his family. The long-range career plan should be practical, specific, attainable and measurable. It should be in small increments to provide some early success, and it should be armed with some alternatives. The plan should be implemented as early in the process as possible and assessed at regular intervals to determine what progress has been made, what the problems are, and what modifications are necessary. The plan should be broad in scope to provide for achievement of self-realization, maintenance of healthy social relationships, implementation of civic responsibility, and achievement of economic efficiency.

To some correctional workers these preceding terms might sound impractical and out-of-place in a hard-core offender population, but the basic mechanics for providing these principal components of any career program exist within the prison or correctional setting. We need to examine how we traditionally operate institutions, how we control and manage the offender, how we program him and prepare him for release. Self-realization, social relationships, civic responsibility and economic efficiency each need to be carefully analyzed from a prison setting. As many practical examples of prison application of each of these elements as possible need to be extracted for use in future career planning. As an example, private enterprise in California has made overtures to the institutions to lease space, provide equipment, train offenders, develop career programs, place the offender in the community and provide follow-up career counseling/guidance and support and parole evaluation.

Regional job banks should be established with the assistance of labor and management, and regional job placement staff should be acquired to assist the institution's staff, parole agent and offender in securing a job upon release that will implement the offender's career plan. Consideration should be given to establishing such a job bank for staff that would encompass all openings within the system.

Finally, a concerted effort should be given to the study of offender motivation as it relates to career development. As an example, most institutions have certain offender pay positions and some of these institutions rate formal education and training as privileges with no pay incentive. What do we do to the offender in need of academic up-grading and skill training when we pay him for a dead-end job as a substitute? Perhaps we have overlooked the need for most men or women, whether incarcerated or not, to earn some small sum of money.

Career development of the offender depends upon what is done with the offender, what he does himself, and what kind of job and career development opportunities await him upon release. Career development of staff in the criminal justice system depends, too, upon what the system does for staff, what staff does for staff and the system, and upon the flexibility or rigidity that the system condones or fosters.

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# THE PROFESSION OF CORRECTING OFFENDERS

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I have long had a belief that people are sent to prison AS punishment, not FOR punishment. They are sent to prison for correction, to be changed. People who work in corrections have three responsibilities. First of all--and foremost--our goal is to protect society. We do this, of course in many ways: with fences and bars, guns, dogs, and closed-circuit television. Secondly, we have a responsibility to employ inmates. If we have people in prison, they should be occupied. And finally, we have a responsibility for the rehabilitation and correction of people in prison.

Ninety-eight percent of the people received in prison will someday get out. So if prisons don't change people, society isn't protected. In this nation, we have operated two types of prisons: the deep freeze and the warehouse. The former is like the deep freeze in your kitchen. You buy a chicken at the market, you take it home, put it in and close the door. Six months later you take it out, and it is exactly the same as it was when it went in. In the warehouse prison, people are jammed together like pieces of furnitute. They rub against everybody else. And when they come out, they are worse than when they went in.

There are a lot of beliefs about the treatment of prisoners in this nation. A lot of people still have the belief that the only means is the punitive approach. Be tough with them. But in at least two states--Connecticut and Georgia--this approach has not been effective. The cities of New Haven and Hartford and the state of Georgia, merely by having tough prisons, ought not to have any habitual prisoners because there are no tougher prisons or jails in the country than exist in these two states. If any one man should have taken a totally punitive approach to the criminal, as a professional corrections person, it would be Joe Ragan who was for 33 years warden of the world's toughest penitentiary--Joliet-Statesville in Illinois. For 15 years before that, he was a sheriff in Illinois. But Ragan says that when a man breaks the laws of these United States he loses his most precious possession...his freedom. But even God has not given us the right to take away his rights as a human being.

In preparing a speech several years ago, I found an article from the New York Times describing a speech the Governor of New York made to the legislature. He said, "Ladies and Gentlemen, New York's prisons must go through sweeping innovations so that they can change people into useful citizens." He went on to talk about two nations that had done innovative things in the treatment of the criminal:

> One is Russia. In Russia today they have vocational training in the prison. When a man walks in, they teach him a trade

> that he can use for the state on his release. They allow the man to leave in the morning, work for the state during the day, and come back to the prison at night. And in Mexico today they treat the whole family, not just the prisoner. They have indefinite sentences where they keep the man in prison until a team of human behavior scientists, psychiatrists, and law enforcement officers feel that he is safe to return to society.

And, the interesting thing is that the man's name was Franklin Delano Roosevelt, and the year was 1929, and of course the state was New York. Still in this nation we have prisons without work release, without basic education, without vocational training, without meaningful treatment programs for the families of inmates.

A lot of people are saying that corrections systems don't work. I totally disagree. Corrections will work, but we have never had a chance to prove whether we can make the system work or not. Five years ago a farmer could take his hog to the local agriculture station to find out what was wrong with it, and it was paid for with federal money. But prisons couldn't get dollars to hire teachers or diagnostic technicians.

I am concerned about air pollution because I am asthmatic. It is hard enough to breathe as it is. I am concerned about the pollution of our streams because I enjoy fishing and water skiing. I am concerned about noise pollution because I am not really a rock fan. But I think the nation should be just as concerned about the human pollution our jails and prisons have poured into our communities. Professionals in corrections must now start looking for leadership to do something to change this picture. We have a lot of people who are interested in doing something about cleaning up the streets and streams; but not enough people are concerned to start demanding that something be done about human pollution. The real leadership, consequently, must come from those of us in corrections. We must make communities aware of their crime problem and at the same time do something about the institutions we work in to make them more professional.

Jails are allowed to operate on a local, political basis without any goal orientation. Consequently all the basic principles are ignored in the operation of jails, as, for example, in the area of civil rights. For a long time I got upset when somebody with long hair and a beard started yelling at me about civil rights, but I have since realized that some of these people were responsible civil libertarians.

Let us take a hypoehtical example of Smith and Jones, who were arrested for the same crime. Smith has a buck, so he gets out on bail. Jones doesn't, so he has to stay in jail. Smith, consequently, can see his lawyer at any time he wants. Jones has to hope and pray that his court-appointed lawyer will see him. Studies have shown that lawyers very seldom come to the jail to see their clients. Part of it is due to the jail design itself. It takes so long to see a client in jail, and there is no place to have a decent interview, so lawyers are discouraged from going. Smith can get out and go to see his witnesses. They help him with his case. Jones can't. He's in jail. Smith can see his wife any time he wants so that he can help her get things done to help him solve his problem. Jones can't. He's in jail. Smith can get any amount of mail he wants or write as many people as he wishes to help him with his case. Jones can't. He's in jail and is limited to one letter per day.

Here are two men who have committed the same crime. Because one has money and one doesn't, one is going to prison when he doesn't have to and one is going onto the street when he probably ought to go to prison. That is not civil rights. Civil rights, in this country, say that everybody is innocent until proven guilty. But we have already said that Jones is guilty, and we have started punishing him because of the design and operation of jails.

How many countries release people from jails on their own recognizance? Studies in New York City have proved that 98 percent of the people released under a certain profile show up for court without bail. Yale University Law School did a study of one Connecticut jail that showed that only four percent of the people in jail ever got to prison. These people were kept in jail three months, six months, and up to a year sometimes. They were separated from their jobs and their families, and the families were put on welfare. It costs about $5,000 a year to keep one person in jail, plus the welfare costs. Saying nothing about civil liberties, I think everybody should be interested in how much money it takes to run the government.

The diagnostic process ought to start in jail. If it is determined that a man cannot be released on his own recognizance and that he has to be detained, why wait until the verdict is taken up six months later to do something about his diagnosis? If the diagnostic process were started immediately, some prisoners might be diverted from the criminal justice system altogether. For example, as part of the diagnostic team at a jail, a vocational rehabilitation officer and an employment security placement officer could look at a man and say, "We can get the guy in school. That's the only thing wrong with him. He's not a psychopathic killer or criminal. He's just in a cycle of failure and needs an education." And then the probation officer could tell the court, "We've got another program for this guy. We recommend you set aside his crime and release him under his own recognizance to go into this program. If he fails, we'll bring him back. If he doesn't, we'll set the crime aside." It's time to stop having a third police department called the probation department. It is time probation people became treatment people.

At a recent program in Richmond, Virginia, when probation officers actually figured out what they did with their time, they discovered only 10 percent was spent dealing with inmates. Twenty percent of their time was spent sitting in court. They admitted that they got the judge coffee because he needed a cup once in a while. When the water jug was empty, they got that refilled. If a lawyer wasn't in court, they would run and find the lawyer. If the judge needed another case file or book, they would run and do that errand. Or maybe they would talk to newspaper reporters. But when they really got down to it, they only spent 10 percent of their time treating people.

Federal, city, and state probation departments have separate offices, usually in the courthouse. Probation and parole people follow each other up and down the road doing the same thing. Why not pull all of these people together in one community treatment center--both federal and state, both probation and parole? Paraprofessionals could be hired for the judge, and probation officers and college-trained counselors would not do pre-sentence investigation. Paraprofessionals can go into the city and get information about cases. New ways to do pre-sentence investigations can be found. What information in pre-sentence investigations is not even used in corrections, and why it is gathered? Community treatment centers would also include psychologists, psychiatrists, education programs, and beds. Some probationers and parolees would be required to come and stay at night, while others would have weekend furloughs. Other probationers and parolees could be required to report one night a week for group therapy. Such community treatment centers would offer an amalgamation of talent, equipment, and materials. Probation and parole officers would no longer be sitting in courthouses as aides and flunkies to judges.

Correctional institutions should be totally redesigned. In Reidsville, Georgia, there are 2,700 men jammed into an institution designed only for 1,300. Institutions should be redesigned for specific problems. For the long-term, hard-core criminal, for instance, we should go out into the middle of an isolated area and build a great big fence about a mile from a central point. The fence should be patrolled, both electrionically and with personnel, so that nobody would get over. Then inside the fence, an institution should be developed that is as close to a normal community as possible. The long-term, hard-core, untreatable prisoner would be put there and told, "John, we don't know when you're ever going to get out, but we're going to deal with you in this community as much as you'll let us." A token economy system could be built into that type of prison system. Never again should the prisons be built for more than 600 capacity, or with dormitories in them.

There are innovations in security coming in the near future, I think, that will enable us to put people to sleep with sound rather than having to do it with weapons, mace, nightsticks, or what-have-you. In one United State laboratory two scientists were mixing a batch of medicine. It was not a sleep inducer, but somebody walked in to find the two men fast asleep on the floor. The fumes from the medicine had put them to sleep and they slept for two days. Closed-circuit television will also be a useful tool as was shown during a sitdown strike in the Hartford, Connecticut jail in 1971. Instead of having to go into the block to see what was going on to make a determination of what to do, it was possible to sit in the office and watch the strike on television and to tape-record the whole thing.

Why not in a prison use a computer like a police department does for automobile accidents? Any leading police department in this country can show at what corner, at what time of day, accidents most frequently occur. As a result, that area is patrolled most heavily. In a large institution, why not do the same thing with discipline? Put all the discipline cases on the computer to determine where, why, and how a discipline case takes place.

Treatment in corrections, I am thoroughly convinced, has made a terrible mistake. The direction corrections has taken over the past years has made everybody on the staff of an institution a treatment person. We have tried to make our correctional officers--some of them--what they can't be. I think we should organize a police department within our prisons. The mistake, previously, is that we haven't trained them one way or the other, but this new group of employees should be trained like cops.

There is a police responsibility inside prisons. There are murders, rapes, thefts, forgeries--you name it, we have it. But we have never trained anybody to be coped to deal with that kind of problem. I am convinced that we have to take a certain group of officers, give them a badge, the uniform of a cop, and a very definite responsibility. They would do the investigations, and we would train them for internal intelligence.

The rest of the employees, which is the majority, should be correctional officers, engaged in the treatment system. For example, the cell block officers don't have to be cops. In fact, it is destructive for them to be cops. A cell block officer has a different identity--that of being a junior counselor, a virtual treatment officer. His job isn't to shake down cells; instead, he should send for the police department. His job is that of an apartment manager. If he has trouble in his apartment, he sends for the police department who come in and do the job. The cell block officer leaves the block and goes back to the hall.

Every cell block, every living area, should have a treatment team made up of a correctional counselor and what I call a correctional treatment officer. This is a correctional officer who has gone back for two years' training in counseling. Other people on that team would be a teacher, vocational training instructor, a nurse, a clerk, or somebody else from the system. These people would be responsible for the full activity of a block, and I see them doing some different things.

Number 1: communication. Right now, if a prisoner has a problem and he can't get to the warden, he writes to the director. It might take a couple of weeks for the director to get the letter and do something about it. The prisoner needs an answer now. The warden is out front--he can't get to him. Maybe the counselor has a caseload, but he is too busy with the other guys in the other parts of the prison. Or maybe this is his day off. But with a treatment team, there are five people. He can get to one of those, and find one he can relate to. He may not relate to the counselor--maybe it's the shop foreman he relates to--but he will relate to one member of that team.

The most important thing I see the treatment team doing is constant reclassification. Many prison systems in this country brag that they reclassify at three months, six months, or a year. With this system, each prison is reclassified every night. If he has a problem at school, at work, or in discipline, it is reported to the team that night, and the team takes action right away to find out what is wrong, what has to be adjusted. If they can't handle it, it is moved to the warden.

In the area of education, we must broaden everything. I think it's well pointed out that just teaching a person to read and write is not going to stop his criminal pattern. With future innovations in prison education, every cell can be a teaching corral. Every cell can be a learning laboratory by putting closed-circuit television intoit, a library of teaching machines that an inmate can check out, or a telephone system that he can dial into for a specific program that evening. The hours that inmates are locked up are, in most cases, pretty useless now. But with this type of technique, we can implement learning opportunities in every cell.

And we must extend the usage of psychotherapy, group therapy, treating and programming individuals, determining how long a sentence a man has, trying to influence parole boards to the point that they will sign social contracts with us. By doing these things, we in corrections can say to an inmate, "This is what our diagnostic process indicates must be done to change you. If you achieve these specific things, we can practically guarantee you a parole." Of course, that is going to take a lot of growing up on the part of some parole boards.

Our system has failed because it has been fragmented. Everybody has wanted to go his own way. Cops want to do their thing, courts want to do their's, corrections people their's, and we have broken down. Juvenile doesn't want to have anything to do with the Adult Division. The probation officer is assigned to the court and doesn't want to get mixed up with corrections. The parole officers don't want to become part of the institution program because they think they have to maintain their stature.

Prisons should be highways, not dead-end streets. Prisons can send people out to pollute society and make our streets unsafe. But prisons should be highways to new futures.

# NEW HORIZONS FOR CORRECTIONS

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There are circumstances, sometimes involving life and death issues, when the toss of a coin is the most appropriate way to make a decision. A coin toss is as rational as any other decision-making process when the pros and cons of a particular course of action are evenly weighted, or when the information needed to define alternatives is too complex, inaccessible, or befogged by human biases and emotion. An ideal decision-making model, in contrast, requires simple and discrete goals as opposed to complex and ambiguous goals, and accurate and objective information as opposed to speculative and conjectural information. Of most importance, it requires a democratic rather than hierarchical or bureaucratic framework for assuming decision-making responsibility.

Corrections, like many public service institutions in our society, has evolved chaotically. There is still little public consensus on the goals of corrections, an enormous quantity of inaccurate, speculative information, and a high degree of fragmentation of responsibility which results more frequently in buck-passing than in firm decisions. The decision-making process in corrections has reflected this unplanned historical development. Moreover, we can expect that correctional decisions will continue for some time to be regulated by the toss of a coin until statutes and judicial sentencing procedures state explicity what is to be accomplished by each offender in the correctional process, and until a pattern of responsibility emerges which asserts that "the buck stops here."

There is nothing a decision-maker likes quite so much as to make decisions, provided that the actions which stem from his decision produce desired results, and provided that the decision he makes is appropriate to his job and that it has not been forced on him by the evasion of responsibilities on the part of others. People who would educate and exhort the decision-maker to adopt a particular course of action should be in a position to provide assurances that the choice is appropriate for him to make and that the responsibility is truly his alone. At present, it is clearly not possible to provide such assurances to the correctional decision-maker. However, as never before in the painful history of corrections, significant and attractive opportunities are emerging which will permit these pre-requisite assurances to the correctional decision-maker. Tapping any one or a combination of these new opportunities will provide very powerful tools for producing correctional change, both directly to the decision-maker and to those who seek to provide impetus for his actions.

Among the many trends looming on the horizon which will affect the direction of the nation for the rest of this century, and the shape and substance of its public service institutions, are three which appear particularly relevant to corrections. If these trends were visible only in the field of corrections, there is a strong chance that they would represent only illusory and short-term benefits to the field. Representing as they do, however, major social processes, these trends may be seized upon and used as important new strengths for realizing America's social objectives and our particular vision for its correctional institutions.

## Redefining Goals

The first trend has to do with establishing simpler and more realistic goals. Policies and decisions over the last score of years designed to transform poverty into affluence, urban blight into urban delight, environmental decay into clean air and water, and national divisiveness into national unity, simply have not worked. But failure to achieve these ends ought not be blamed on the inadequacy of the laws which were enacted, the executive directives handed down, or the money which was appropriated. More simply, the goals were too sweeping, too grandiose, and too complex to be managed successfully by mere mortals. Americans have a very distinctive way of imposing on themselves superhuman goals, forgetting that superhuman energies, tools, and techniques are needed to accomplish such goals. The great hallmark of American civilization has not been so much the grandeur of our ideals, but the vast ingenuity and practical know-how which has been consistently applied to achieve objectives. Unfortunately, as applied to social goals, our specific technological genius has produced relatively few dividends. As a result, there has been much ferment in clarifying these goals and in breaking down complex and presently unattainable goals into simpler and more realistic objectives.

This does not mean that the grand vision, the "American Dream," has been shelved. It does mean that there has been increasing acceptance of the necessity to move towards major objectives according to a time-table which identifies specific, step-by-step accomplishments which are pre-requisite for attaining our total vision. The recent increased use of planning language, the more serious dialogue about establishing and modifying national priorities, and more legislative mandates requiring continuous policy review and priority evaluation, all suggest a major historical trend which for the first time builds a rational decision making process into social policies and social programs.

We may anticipate as a consequence of this trend an important clarification of correctional goals. Two obstacles which have thwarted improved correctional practices over the last 100 years will fall away by the weight of their own irrelevance as the trend toward simple and realistic goal-setting becomes part of our national way of thinking and acting. One of those to fall will be the old and stultifying opposition between the needs of institutional management vs. the needs of correctional rehabilitation; the second will be the old "buck-passing" routine which argues that the responsibility for rehabilitation is somewhere "out there" in the free community rather than in the correctional institution.

We may also anticipate that the rigid "ultimate criterion" of rehabilitation, the celebrated recidivism test, will rapidly give way to more adequate and sensitive measures of the rehabilitation process. The short-term recidivism test never has been and certainly is not now an accurate measure of rehabilitation. It does not show that of the over ten million living Americans who have been in correctional institutions during the last 40 years, only a relatively small percentage of them are presently so involved or are even likely to become involved over the next 10 years. Most people make it out of crime because they mature, because, over time, the stigma of prison fades away and because there are enough post-release opportunities to lead a rewarding and decent life. In the near future, the success of correctional rehabilitation programs will be measured less by the short-term recidivism test and increasingly by corrections' more subtle contributions to an offender's maturity, to his enhanced ability to identify and manage opportunities, and to his increased willingness to organize a life for himself within the framework of flexible and compassionate laws.

To achieve our own vision for the future of corrections, we can begin to speak of simpler and more realistic goals to attain that vision. We may expect and should be helping to nurse into reality four distinct objectives:

1. Correctional goals, both inside and outside institutional walls, will be characterized by phased re-entry concepts and practices. A phased re-entry approach will specify a series of simple, realistic objectives and a time-table for their accomplishment. Measures of success will not be the conventional all-or-nothing criteria, rather the process of rehabilitation will be planned and perceived as requiring perhaps 3 to 5 years. The measures of success will be discrete, multiple, and cumulative up to the very end of the process, at which time an arbitrary cut-off decision must intervene.

2. Correctional goals will not only be stated explicitly, but will be provided with specific opportunities and resources for achieving them. It has made little sense for state legislature to enact forward-looking work release laws without appropriations and without statutory authority to tie-in work release to the larger labor market; nor has it made sense to eliminate legislative restrictions on offenders of mandatory school age returning to school, without providing the means to get them back to school.

3. Correctional goals will include the resources and opportunities to retain more offenders in the community, with or without authoritative supervision. In moving toward more community-based correctional programs, the adaptive behavior of the offender in the community will be evaluated not only on the basis of whether or not he is a "nuisance" to his neighborhood, but on the basis of his total involvement in community institutions and processes.

4. Correctional goals will include both a specific phased program restoring to the offender his rights and duties denied during the period

of confinement, and a specific plan for expanding those rights and duties in areas which will increase prospects for rehabilitation, individual maturity, and benefit to the community.

## Greater Use of Existing Laws

A second, significant national trend which will have special implications for the field of corrections is the accelerated and more intensive application of already existing laws. Stripped of its emotional and political overtones, the much touted slogan of "law and order" is an issue which has compelled serious and widespread concern for the past 40 years. Only the most minor aspect of the issue has to do with unenforceable or archaic laws; a more important dimension of the issue is the wide divergence in the application of laws and the administrative machinery through which laws are implemented.

In his unprecedented "State of the Judiciary" address, Chief Justice Burger courageously set the stage for rapid reform by spelling out a bill of particulars regarding the breakdown of law and its implementation procedures. His statement summarizes 40 years of concern for devising model codes and standardized procedures in order that the law should be served promptly and justly. Inherent in the Chief Justice's address is a view that we do not need new laws so much as we need more energetic and enlightened administration of existing laws. Also inherent in his speech is the conviction that the true administration of justice requires a rational decision-making process together with an on-going self-critical perspective.

In the field of corrections, this second major national trend will focus on a range of existing state and local laws which, when fully implemented, will provide a vast enlargement of opportunities and resources to fulfill rehabilitative objectives. On the horizon we can foresee the more extensive administration of laws and regulations in several areas of correctional policy:

1. There will be greater use of fines in lieu of sentences, and the use of laws which allow paying fines on an installment plan. In 1969, it should be noted, there were almost 100,000 prisoners serving sentences in lieu of paying fines.

2. We can expect and should move toward greater use of laws allowing reparation payments by offenders to compensate victims of crimes as an alternative to confinement.

3. Correctional policy will emphasize more extensive use of work-release and work-furlough laws along with greater flexibility in the criteria which allow inmates to participate in these programs. In 1969, only about 30 states had work-release and similar programs in operation and on only a relatively small scale. In New York State, which enacted a work-release law 2 years ago, there were only about 200 convicted persons involved in work-release during the first 10 months of 1970, out of

an institutional population of over 15,000.

4. There will be more extensive and constructive application of prison production and use laws which will lead to a dramatic transformation of prison industries.

5. We will see more imaginative use of interstate parole and probation compacts which will encourage, among other things, greater geographical mobility from areas of labor surplus to areas of labor shortage.

6. With special significance to correctional educators, we can begin to move toward more intensive and extensive application of state and local education laws. There will be an expansion of educational opportunities inside correctional institutions when it becomes apparent, for example, that many state laws require that persons of mandatory school age be given educational service while in correctional confinement. We may also expect improvements in the administrative machinery of education laws which will facilitate the return to school of larger numbers of released inmates who are ordinarily not encouraged to return to school. And we may expect closer relationships between correctional institutions and the higher education and vocational education establishments, along with more extensive participation of confined persons in educational programs.

All of these program changes can be implemented not primarily by new legislation, but because a fresh and careful reading of existing laws indicates few or no restrictions on the immediate planning of change. It would be difficult to contemplate a happier state of affairs for the correctional decision-maker than to call upon additional, needed resources while acting completely within the framework of existing laws.

## Redistribution of Power

Finally, a third and very powerful trend is at work in our national life which is having and will continue to have very dramatic consequences for the American people and the correctional system. Many commentators in our national life processes have applied a variety of labels to this trend, and they have sought in as many ways for viable explanations to account for it. In essence, and at the expense of oversimplifying a very complex phenomenon, more and more people want to do for themselves what large organizations, and especially state and federal government bureaucracies, have tried to do for them over the last century. This trend involves a bold assertion of individual and community-based autonomy, power, and competence, combined with an attempt to organize solutions to common problems at the community level. Some commentators hold that this trend is in response to a growing massive sense of alienation from the traditional currents and values of American life; some believe that the historical necessities for power concentration required by urbanization, industrialization, and technocratization are no longer relevant, and that the long standing pattern of centralized bureaucratic authority must yield to community-based centers of power in the neighborhood, the school, the street, the home, and the individual himself.

In the field of corrections, the trend towards greater individual and community autonomy will have great potential in helping to achieve the objective of rehabilitation; one of whose primary goals is individual independence and self-reliance.

On the horizon is a transformation of correctional institutions as we know them. The change will be away from pre-conceived, pre-engineered, centrally imposed concepts, towards the reorganization of correctional institutions as Centers for Education. Those who are confined will be provided with incentives, resources, and opportunities to make independent choices based on an awareness of their own motivations, needs, skills, aspirations, and maturity. With the replacement of coercion by choice, of monotonous routine by variety, and of deprivation and punishment by incentives, we shall be able to see the more general substitution of unyielding authority and resentful compliance by democratic, voluntaristic and cooperative relationships.

As correctional institutions are transformed into Centers for Education, at least three decisions will have to be made. These decisions will affect not whether the transformation is complete--that basic change is inevitable--rather, the correctional decision-maker will be the one to affect the speed and ease of the transformation growing out of these three decision areas.

1. First, we must install graduated or phased programs geared to education for individual maturity rather than programs designed to accomplish the specific objectives traditionally measured by intelligence and standardized aptitude tests.

2. Second, we must provide opportunities and resources for the confined person to make as many decisions, and to exercise as many options as possible regarding his own education and training, rather than continue classes and programs which primarily duplicate their least effective counterparts in the "free" community.

3. Third, we must alter the present physical and social environments of correctional institutions as much as possible to create a series of graduated or phased environments calling for those behaviors and adaptations which are likely to succeed in the real world.

## The Task of Correctional Decision-Makers

All of these social processes will have a profound impact on correctional decision-makers and on those who will be in positions to influence the decision-making process. The person in a position to exert influence on correctional policy must himself have an articulate vision of the long-range goals he seeks, a committment to achieve those goals, and the ability to present viable short-range programs leading to his larger vision.

Correctional decision-makers must continue to bear in mind the chaotic reality of the correctional field, but must seek every opportunity to influence programs for which they bear responsibility. Above all, courage will be required to sustain the continuing struggle for achieving our larger vision. This is the courage not only to confront regressive policies in the political arena when such confrontation is unavoidable, but no less the courage of day-to-day patience in planning constructive correctional policy with limited resources.

The trends outlined above having the most profound future impact on our correctional system can in one sense be called inevitable because they are part of larger social processes. But this can never serve as an excuse for correctional decision-makers and those who influence them to assume that correctional change will in some way take care of itself. That is precisely the kind of abdication of responsibility that has in the past contributed to no planning, no viable alternatives, no decisions being made, and a continuation of inhuman programs and conditions.

There are profound changes at work in our society. Correctional decision-makers must bear the responsibility for articulating those changes and for developing the specific forms of change that will finally allow the correctional system to fulfill its potential as an agent of rehabilitation.

# FOCUS ON THE FUTURE

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We are moving into a new era in human history--for better or for worse. Already radical changes are in process in the economic order, in cultural and social systems, in political organizations and processes, and in international relations. Many prophets are telling us where we are or should be headed. Unfortunately, they give us an extreme range of messages--and, many of them, more rhetoric than evidence to support their conclusions. There is by no means a consensus among us as to where we are going, or what we can or should do to alter our course or to slow down or speed up the process of change (See Reich, 1970; Esfandiary, 1970).

It is clear enough, however, that one condition impinges on all of us: change is at least as real and as significant as anything else constituting our environment. This is not entirely a novel situation for mankind. Human society evolved into existence and has been changing ever since. The pace of change has been comparatively rapid at various times in the past and has been steadily accelerating for the past couple hundred years. We experience change at two levels--materials and structural aspects of life, and the ideas, factual data, and sentiments that give rise to these and give them particular meanings.

Almost a century ago Thomas Huxley (1880) made a wise comment concerning change in the realm of ideas: "It is the customary fate of new truths to begin as heresies and to end as superstitions." Our world of ideas today is a hodgepodge of old and new notions, each worshipped by some and abhorred by others, while losing or as yet not gaining a hold on a confused or apathetic middle group. In addition, Henry Adams (1918) has a word of caution for the educator concerning the relationship between the accuracy and relevance of facts and the theoretical context in which they are first perceived. In referring to the necessity to update, expand, and re-articulate data as theories and values are re-examined, he points out that education accumulates an excess of dead facts over the years which badly need pruning.

But visionary as they may have been, neither Adams nor Huxley could have had more than a vague hunch as to what society would be like for people today. In the past most individuals had to adapt to few, if any societal changes within their lifetime. Changes occurred over centuries, generations, or at least several decades. The average person--typically a farmer or peasant--often had little personal experience of these. Today, the pace of change in all spheres of life is so rapid that each of us faces major choices almost continuously as to who he is, where he stands, what he will do next with his life, and how he will react to a major crisis, not only in his family or at his work, but in his community, his nation, or in the world.

In the vocational area, the dynamic nature of work today is of greater relevance than any catalog of existing occupations or job requirements. Position descriptions, recruitment specifications, and tables of organization become historical documents as they are typed. Professionals and skilled tradesmen, to live up to their vocational ideals, must spend as much time learning as practicing.

To fall back again on prophets who lived on the doorstep of our time; H. G. Wells (1920) told us a half century ago, "Human history becomes more and more a race between education and catastrophe." But what kind of education? Henry Adams (1918) suggested an answer we do well to consider: "They know enough who know how to learn."

Knowing how to learn entails, of course, possessing certain skills such as the ability to seek knowledge and make it one's own. It requires also access to sources of organized knowledge, specialized skills, and of the means to build on these. The educator helps the person become a learner, then puts him into communication with others--savants, practitioners, or other students. Once launched into such a learning process, the person who is going to enjoy a meaningful life and be able to adapt to continuing change never ceases to be a student. Most of all, the educator cannot cease to be a student, especially in our day, or he will quickly become an obstacle rather than an aid to those he would help.

## Correctional Educator's Challenge

The educator in the field of adult corrections faces problems of change both in our society generally and in the special setting in which he functions. He must recognize and foresee specific ways in which the correctional system is undergoing change, or risk obsolescene. His concern must not only be for his program and its technological aspects, but for his very role. This is changing and promises to change more, with or without his knowing participation in the process. A review of a selection of changes in corrections, with relevance for the educator, may help define the challenge he faces in re-shaping his purposes and improving his skills for new tasks ahead.

What seems like a long time ago, Barnes and Teeter (1943) called for the phasing out of the prison. Professionals in corrections at the time jokingly referred to them and their disciplines as "the abolitionists." Some years later Dan Glaser (1964), without expressly endorsing "abolition," hailed as the "most important breakthrough in this century for increasing the rate of prisoner rehabilitation (p. 415)" the establishment of federal pre-release guidance centers--small, open, community-based residential facilities for prisoners in work release status.

In 1969, a staff study for the California legislature (Robinson, 1969) recommended closure of that state's most venerable and largest bastille for male felons, the San Quentin Prison. This is still not a dead issue in California. In Oregon, the practice of work release, with offenders housed in local jails or traditional state facilities, was introduced less than 5 years ago with a handful of enrollees. Present plans call for maintaining about a fifth of the confined felony population, or about 300 men and women, in this status by 1973, with the majority of them living in community-based residential centers specially operated for this purpose. The Oregon State Penitentiary population peaked at 1,690 in 1964, and it is now possible that it will be only half that by the fall of 1973.

## Exemplify National Trend

What is happening in these two states is replicated in correctional systems across the country. Although presently retarded by the unemployment problem, work release has gained popular acceptance and is now available, legally at least, to prisoners in a majority of American prisons. As economic conditions improve, we may eventually see a third or more of confined offenders in this country in furlough status for work, education, or training.

The use of parole has been growing steadily if slowly throughout this century. Even more rapid expansion, especially in recent decades, has occurred in the use of probation. The substitution of short jail terms, followed by probation, is becoming an increasingly popular court disposition in a number of federal and state courts. These developments help account for the fact that, in the face of a rising population and increase in reported crimes and arrests, state prison population peaked in 1961 and has been slowly declining since (Federal Bureau of Prisons, 1969).

State and local law enforcement planning bodies, subsidized and provided technical assistance by the Law Enforcement Assistance Administration, are beginning to address the problems of local correctional facilities and programs and the need for expanded community-based programs for state offenders. As these efforts begin to pay off, further expansion can be expected in the use of alternatives to traditional prison sentences.

Promising further attrition in prison populations in the future is a growing interest in removal of certain "crimes without victims" from the criminal codes--while strengthening health, education, welfare, and other programs to assist persons who, until now, have been in and out of jail and prison because of personal problems associated with these classes of illicit behavior. Norvel Morris (Morris and Hawkins, 1970) presents the case for changes in this area rather persuasively. Some foreseeable possibilities--if these trends continue--would include phasing out of some of our older, larger, more monstrous prisons and housing of federal and state prisoners not ready for community-based programs in those newer, smaller, better staffed facilities presently reserved for youthful offenders or otherwise "more helpful" prisoners, who, in turn, would be coming into the institutional system in lesser numbers with the expansion of probation and half-way house kinds of programs.

Already in process is the phasing out of some farm operations of prison systems--just as has already occurred in the mental hospital and juvenile training school fields. There are major implications in the decades ahead also for prison industries. Once desperately needed to keep prisoners occupied--even if in antiquated processes at times--industries is increasingly having to compete for manpower with institutional maintenance and with educational and vocational programs. Increasing pressures are building to make prison industries programs more "relevant"--that is, more vocationally oriented and more up-to-date in products or services, equipment, and work operations. Canneries, laundries, and textile mills with obsolete equipment are in jeopardy.

## Changes in "Climate"

More significant than some of the tangible, readily measurable changes in the prison are shifts in ideas, values, and expectations affecting roles of both inmates and staff. A parallel can be found in the military service which has long served as a model for prison management. If those wedded to this model were to study emerging personnel practices in the military today, they would either begin looking for another model or find it necessary to introduce significant changes in prison practices. Actually, both the military service and the prison are beginning to change in many of the same ways as both are affected by societal changes and by the infiltration of contemporary management theories and methods.

One fundamental change in both is the erosion of the caste system. As freedom and individuality are increasingly threatened by some of the effects of technological development--the population explosion, and political changes--we come to regard these values as more precious. Autocracy, regimentation, uniformity, and the hierarchical classification of people become evils; as more people attack them, fewer have a taste for defending them.

Helping discredit caste system is the spreading practice by which group after group come to identify themselves as objects of institutionalized discrimination at the hands of the "establishment." The blacks, aided by white liberals, started the process; other racial and ethnic minorities have been following suit; and the strategy has been adopted by many others who are able to define themselves as groups suffering from prejudice, neglect, or injurious practices on the part of the dominant majority. We see the method used by spokesmen for the mentally ill and retarded, alcoholics, the poor, women, students, homosexuals, drug users, and in a small, scattered say, for ex-offenders.

Developments in various professions have led elements within them to assume advocacy roles for disaffected groups seeking redress of grievances or relief from privations. This has involved especially the professions of law and social work, but has also affected the teaching profession at all levels, doctors, journalists, and others. Reinforcement of the spreading use of power politics, strategies by aggrieved groups contending against the status quo, is even coming from what might be called "counter-revolutionary" sources. Policemen and firemen, strongly identified with conservative elements in our communities, in their quest for improved salaries and working conditions, have adopted techniques of those fighting for social change--strikes and slowdowns, picketing, legal suits, extreme rhetoric, and other tactics of political arm-twisting and public relations.

## Professional Practices Constrained

Of special relevance for corrections, within these trends, is widespread reaction against traditional ways of categorizing and dealing with clientele of professional services. This is partly associated with growing rebellion against bureaucracy since so many people must seek professional services today from or within bureaucratic systems--welfare, health, education, employment, courts, and corrections. It is related also, however, to a pervasive downgrading of authority in all of its forms, including the authority once accorded to the person with professional knowledge and skill. It arises also from a growing insistence by people that they be seen as individual persons--not as objects to be diagnosed and prescribed for. There is increasing insistence on greater sensitivity to individual differences and on greater acceptance by professionals of the validity of cultural values different from their own or from those of the majority. There is increasing scepticism of the ability of anyone to make judgments about the other fellow's goodness or badness, his worthiness, his motives, his potential to realize his aspirations. This development has, among other things, sparked and found reinforcement in research into the reliability of paper and pencil tests, standardized diagnostic data schedules, and, in general, the ability of professionals to evaluate, predict, or modify behavior through techniques once fairly well accepted.

Also to be taken into account are other concerns of the new spirit affecting attitudes of recipients of such public services as education, welfare, medical care, and rehabilitation. Economic security and opportunity are still dominant goals, but increasingly these are coming to be seen as "givens," rather than as issues over which it should be necessary to struggle. People now are pressing for more from life than having basic physical needs met--or even being able to enjoy purely material comforts. More and more, especially among leaders of the young, people are looking for outlets for creativity, for ways of giving expression to ideals, and for civic participation. They are seeking freedom from unnecessary constraints on self-expression and self-development--and this involves a process of continual testing as to what is and is not necessary in the way of curbs on individuality. Thus we see repetitive challenges to dress and behavior codes, to routines and schedules of every sort, to standardized requirements on the part of schools, employers, or others who control people's access to opportunities or their freedom to "be themselves."

A part of this concern about freedom, about life-style, and about opportunities to enjoy more than material comforts, is the zeal of one group after another to study and to publicize the values and achievements in which the group may take pride. The insistence on black culture studies in schools, and more recently on Mexican and Indian culture programs, illustrates this development. Shut out from opportunities in the white world for so long, the blacks have elected to seek clues to some new destiny through examination of the history and culture of black people in America, in Africa, and wherever they may have made a mark around the world. The only thing new about such ethnic group self-exploration and self-glorification in that the blacks, "Chicanos," and American Indians have come to place so much store in it. Other ethnic groups in this country were at least as caught up in the process not very long ago, and were just as exasperated and hurt at the ignorance displayed by others of their culture, traditions, and history.

There is powerful pressure from client groups and their advocates on service organizations and practitioners to accept these new constraints on relationships between them. Until some measure of understanding and accommodation are achieved around these issues between those serving and those served, little else than the struggles they provoke may happen. Only as break-throughs occur, permitting collaboration to replace the old "doctor-patient" relationship, is it possible, in some settings at least, to get on with learning, treating, social services, or whatever the organizational tasks may be.

## Toward a Collaborative Institution

The President's Commission on Crime and the Administration of Justice (1967) related these developments to corrections when it identified and endorsed certain changes in prison management through which inmates, custodial staff, and treatment staff were enabled to become partners in the rehabilitative tasks. This subject was further explored and developed by the Joint Commission on Correctional Manpower and Training (Galvin and Karacki, 1970). The Joint Commission staff suggested that the educational process of motivation can be little more than the display of a bag of tricks, unless successful attention is given to development of meaningful pay-offs for time, effort, and attitudinal changes by the inmate-student. Such pay-offs must include a new status for the inmate vis-a-vis both staff and community persons and reasonably assured access to opportunities in the community--opportunities for social acceptance and for civic responsibilities as well as for decent jobs and careers.

More important also than techniques in the matter of motivation, is genuine concern for the offender evidenced by staff. This concern must show itself in a sense of urgency, especially now in view of changing conditions in the prison. Prisoners and staff used to feel that if nothing else was abundant, time was. With five or six men for most prison jobs, a slow pace and a casual attitude toward workmanship were traditional. With long waiting lists for training opportunities and preferred work assignments, there was plenty of time to acquire basic learning skills and preliminary knowledge related to trades. With no clear connection and a lengthy time gap between the prison school and life in the community, it didn't matter much how one planned to use the school curriculum, the library, or the institution's work and training opportunities.

We are faced now with the need to help people move through the correctional system with as much speed and sureness as possible. With smaller populations, expanding opportunities for work or training furloughs, and here and there the increased use of parole, time spent in idling about or in crude trial and error program participation means more time than necessary spent in total confinement--with attrition on offender and staff and additional costs for the tax-payer. The coming spirit of the prison must be: "Let's get with it--let's get some goals set, courses mapped out, and start working our way out of here!"

Program development and guidance thus become paramount tasks of the prison staff and especially the correctional educator. But neither of these tasks--it must be stressed--can any longer go forward within the parochial context that has characterized prison management and correctional education in days gone by. The community must become the dog and the institution the tail, if social restoration is our purpose. The institution provides necessary security controls, residential care, certain physical facilities and amenities, along with supportive and mediation services. Much else that is needed, ideally, should be provided in or by the community--through non-correctional agencies and through various other concerned groups and individuals based in the community. Unless and until communities accept responsibility for the rehabilitation task, it will only occur by inadvertence. Until both community leaders and prison management truly understand this and act on it, rehabilitation programs are largely an exercise in futility.

## Implications of Community Orientation

It is conceivable, and to be sought, that in time practically all professional services, and many other kinds, in the prisons including those in the areas of work, education, and training, will be supplied by community-based persons and organizations. This will entail contractual relationships, volunteer programs, and collaborative arrangements with extramural agencies. At many institutions we are well on our way toward this situation, and in most, at least some services are community-supplied, as by contract physicians, for example.

The idea can be dramatized through the following suggested maxims for long-range prison program planning:

> No one should be held in confinement beyond the time when he could function in the community without demonstrable hazard to others.
>
> No one should be retained in total confinement beyond the time when he can safely function in a well-planned, properly structured partial confinement situation--that is, work or education release.

> Other things being equal, work experience, training, or education obtained in a normal community situation is more conducive to social restoration than experiences undergone within a prison.
>
> Generally speaking, an advisor, teacher, or work supervisor identified with a community organization will contribute more to a confined offender's social restoration than a person of comparable ability identified as a prison worker.

The implications of these proposed tenets for the role of the correctional educator are very great. He would shift from an administrator or provider of direct services to such functions as advocacy and intermediation; he would become a broker of services, putting offenders and community organizations in touch with each other. Much of his attention would shift from inside the institution to the community, where he would undertake to identify and generate resources for both extramural and intramural programs. His tasks of recruitment, orientation, supervision, and logistical support would become vastly more complicated, but the potential advantages would justify the new efforts and skills required.

## Problem of "Hard Core"

Everything said so far assumes that people coming to prison are going to come out--often in a reasonably short time, at least to the extent of advancement to partial confinement status. It assumes that we are dealing with people eager for or at least capable of responding to opportunities for a better life and who, in addition, are not seen as major threats to the well-being of others. As prison populations become smaller and more selective--selective, that is, of the poorest risks--is it realistic to plan along these idealistic lines? Isn't the whole purpose of rehabilitation threatened by the prospect of our cutting the confined offender group to some irreducible hard core of dangerous, "incorrigible" people whom we don't know how to help, or whose reputations are so bad that parole or partial confinement are not practical considerations for them within the foreseeable future?

In the first place, we have a long way to go before we are really down to such a hard core in most prisons. Secondly, even among those who might classify for such a group at a given point in time, experience tells us that it would be hazardous and unfair to predict that they will never, under any circumstances change. The opening up of new opportunities such as college study provided under the Newgate program or various new careers programs produced results that few would have anticipated ten years ago. There is a world of difference in the choices a man will make when he is not limited to crime, begging, or menial dead-end jobs.

Nevertheless, in any maximum security prison there are a number of notorious prisoners with a history of major violence typically serving life sentences. Some of these men are in the early stages of confinement and their lurid crimes are still fresh in the public memory. It would be most unrealistic to deal with them--at this point in time--in terms of preparation for specific roles in the community. Rather our task here is to assist these persons-individually and perhaps as a group--to find a meaningful existence within the prison. In time, case by case, many will reach a stage when they and the community may be ready for a reconciliation, even though this must be an unpredictable development at the outset.

Almost two years ago men serving life terms at the Oregon State Penitentiary were given approval to establish a "Lifer's Club." While this has had values for men with life sentences who were prospects for parole or work release, it has been of special benefit to the otherwise hopeless individuals just embarking on a life sentence and with little or no reason to hope for return to the community. The Club has committed itself to welfare projects of every sort, some accomplished outside by members eligible for furloughs or minimum custody, but others--such as a toy repair project--on which men can work inside. In addition it has provided an interesting program of forum meetings for members with speakers and panels from many walls of life in the community, including a number of high public officials who have found it profitable for themselves to come to the institution and interact with a group of life-term prisoners.

Prison industries assumes special value also for the long-term prisoner who must face years of existence inside the walls. All the other intramural resources of the institution similarly can be drawn on in helping such men discover ways of expressing their humanity in spite of the restrictions and dim future which condition their environment.

But, all in all, our program planning must give first priority to the task of building a social restoration program--and of assisting men to move into it and through it expeditiously. The time is surely not distant when the majority of prisoners can't be moving along to some sort of at least partial confinement status within a few years, or less, of the time of admission.

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# FOCUS ON THE FUTURE

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Recently, as a few of us interested in correctional education have entered the ABC-stage of learning about your important specialty, I find myself continually wondering how you do it! The discouragements confronting you have been monumental. Given the toughest assignment in American education, you receive few of the ready rewards which come to teachers in the public schools and in higher education. You are seldom supreme in your own realm, as is the classroom teacher or the administrator, but everwhere are subordinate to the jailers and custodians. You are almost always grossly underpaid for the degree of skill demanded and the rigors of your environment.

You might hope you had at least the respect and appreciation of your colleagues in the public schools since it is a concentration of our failures with whom you work, but American teachers, like the general public, have averted their attention from the prisons. The high walls and tight security of your schoolrooms shield us from offending, unsightly reminders of the transgressors housed there, of the ugly reflection on our own image. Out-of-sight-out-of-mind makes it easy for the organized profession to avoid the responsibility in prison education which we assert jealously in all the other arenas of American public education. In short, you have worked alone.

For more than a century we Americans have talked about rehabilitation, not punishment, as the objective of our prisons. In my own native state of Oregon we put it this way in our Constitution back in 1859: "Laws for the punishment of crime shall be founded on the principles of reformation, and not of vindictive justice." In today's enlightened era, we could not do a better job of phrasing our basic tenet, but as you know, we practice vindictive justice still, and the "principles of reformation" are condemned as "coddling."

Oregon is advanced in many of its prison policies, and its correctional leadership is among the ablest in the nation, yet we have a low priority for prison education. I am not pointing fingers at others as I say this since I served 10 years as an Oregon legislator and therefore have more responsibility for our shortcomings than the average Oregonian. We made gains in recent years, to be sure: we established an intermediate correctional institution and we repealed capital punishment by a vote of the people. Each of these required sustained educational campaigns which finally won support. But when it comes to favoring full funding of the educational programs which we know are needed and which offer the only visible hope for solid rehabilitation of the felons we release, our programs have been getting derailed more often than not.

Let me focus a minute longer on our Oregon microcosm. Back in 1966 Oregon's Board of Control asked the National Council on Crime and Delinquency to make an in-depth survey of Oregon's correctional institutions and recommend improvements. This resulted in some 200 specific, line-item recommendations, many of them pertaining to education and rehabilitation. Five years later I checked out many of the items with your colleagues and with legislative leaders in Oregon. Some of the recommendations had been met, but most of these recommendations were still unfulfilled.

Vast new funds are being found to meet the public clamor for more efficient detection and custody of miscreants; there is no equivalent public demand for more effective training and rehabilitation. We don't claim we have all the answers, but we do know many techniques and programs which give us hope in the endless battle against recidivism. The fact remains that the public and the legislatures have not been sold on these policies. That is no easy task, but until it is undertaken we will still find our recommendations, in the nation as in Oregon, lagging years behind the demonstrated need.

To be sure, there is another school of thought amongst us, and although these cynics may be few, you must sometimes have a gnawing doubt about your work as a result of their skepticism. A top educational advisor in one Western state prison system (not Oregon) told me that he couldn't get too warmed up over prison education so long as we continue the present anachronistic system of jails and prisons. The whole setup, he asserted with fervor, engendered out of more than a decade of experience, is so evil that any good from correctional education is submerged and thwarted. It is impossible, he argued, to grow a crop in the utterly poisoned, fetid and unreal environment of the cell-block and electric fence. We do indeed need these apostles of complete prison reform. Their voices have not been heard much in our land in recent years, and they may arouse the American public to adopt new programs far beyond anything now in sight. Our vision is less expansive and our demands more modest. I think all of you know, that however limited, you do get results in correctional education. You know, also, that the only important change agent in most prisons is the classroom and the teacher, yet you are held back by a public still thinking in terms of punishment and retribution. Your modest gains could become prodigious if we had the teachers and the tools to do what we already know is possible.

Before I attempt to discuss where we might go from here, let me spell out again what I see to be the present climate of opinion within which you must operate. Forty years ago, as many of you may have read, the High Commissioner of Prisons for England and Wales, Alexander Paterson, toured American prisons for 4 months. He wrote in detail on his observations here. He summed up the priorities he observed as follows:

> If a choice is to be made between . . . central heating and a central library, the decision is inevitable. The plumber prevails always against the teacher.

This is, alas, a basic fact of prison priorities which is scarcely less true today than it was in 1931.

Lou Harris's pollsters asked American opinion about what they consider to be the object of prisons. A thumping 72 percent said the object was to rehabilitate. But we observe little or nothing to indicate that they really mean it, or are ready to act upon it. The surges of crime in the streets have evoked fear, and the fear syndrome demands counter-violence and retribution. It is not easy to get the emotional target of crimes against the person to consider how to provide new motivation to rehabilitate the miscreant. To paraphrase Stephen Decatur, the mood of America seems to be: Millions for detection and custody, but only pennies for correctional education.

It was a great disappointment to me that the monumental report of the National Commission on Reform of Federal Criminal Laws, which was released in 1971 after three years' work, decided to limit its purview to the penal code. Congress had indeed intended this report to encompass "substantive criminal law and the sentencing system, and all other aspects of the federal system of criminal justice." Their constructive work stopped just short of the tough assignment of re-education and rehabilitation. Can we now arouse enough sentiment to do an equally high-level federal overview of correctional education?

When Time magazine displayed a prisoner-and-bars as its cover on January 18, 1971, I though that at last the cause of correctional education would be given a vigorous lift as the American public read a discussion of prison life in which the most positive note would surely be the educational programs. The seven-page, profusely illustrated article, almost 9,000 words l[illegible] was utterly negative. It dwelt at length on the depravity of prison life and the futility of prison policy. As a newspaperman all my life, I admired the skill with which the Time team who wrote the feature had avoided the whole subject of prison education. As an example of political pamphleteering against prisons it was an exciting document; for us it was a lost opportunity of major proportions at a time when we needed a spotlight on the one positive hope for the American inmate.

Before turning to the chief purpose of this paper I will cite one more significant incident. In August 1968, at the University of Wisconsin, a conference on Education and Training in Correctional Institutions was held. Perhaps some of you were there. I was much impressed by the dismal report of a Michigan educator when he said:

> Scientific knowledge in correctional education is sparse. No major book on correctional education has been published since the two pioneering works which appeared before World War II. Only six doctoral dissertations have been completed since 1950, all unpublished. Since 1940 less than 100 articles have appeared (outside of the Journal of Correctional Education), of which less than 10% met even a minimum standard as researched reports.

> Buttressing the lack of knowledge is the fact that no one seems to know how many correctional educators there are, or the nature or extent of education and training programs in state and national penal institutions. It should be obvious from this review that correctional education is still without its allies in the world of scholarship. We have little dependable knowledge in this field because there have been few efforts to obtain any.

Whether or not the analysis just quoted is correct in all of its detail, there can be no doubt that you who have invested your lives in correctional education must feel stranded on a small island in an infested swamp; you are without boats or bridges to the mainland, and you are never quite sure anyone even knows you are there. But my purpose here is to say that we can be on the eve of liberation from this trap. Now I will spell out some of the factors I see which point toward better days.

First, the very fact of your program (and this Seminar) supported by the U.S. Office of Education and financed by federal funds, is a significant signpost of progress. Your careful work is absolutely essential when the Congressional committees and the schools of education and perhaps the foundations are asked to get busy in this long-neglected field of correctional education. Dr. Ryan and associates (1972, 1973) are doing a basic preparatory task, without which we could not provide the specifics which will be demanded as we go forward.

Second, the raucous political shouting on the crime-in-the streets themem with its demands for more police, tougher enforcement, less use of parole, and the whole frenetic 'law-and-order' pitch, can actually give us the opportunity you veterans have long hoped would come along to focus public attention on the penal system itself. But to take advantage of this mood requires organized backing, effective public relations, and skillful lobbying at the centers of decision-making in Washington and in every state capital. I believe we have the means to achieve this, as I will suggest before I finish.

Third, do not overlook the fact that in Congress and in every state we already have some friends and allies--those who already know that the hope of American penology lies in effective education and rehabilitation. But in the states there is a serious depression in public funding, with a fiscal crisis in every large city and with some states facing insolvency. The federal government is the one efficient tax-gatherer. Federal revenue sharing of some type with states and cities is now impending. In my opinion we must organize our forces to persuade Congress that the urgent needs of correctional education must be met by adequate funding to the states in categorical grants. Others have taken this route successfully, and I believe you can do so.

Fourth, ethnic organizations now have great political strength. These vocal and vigorous allies have not been harnessed into our team. In California the black and brown percentage of the general population is 22 percent, but in our penal institutions they are actually a majority. Yet there has been little or no relationship between us and the ethnic organizations on behalf of the inmates from those groups. Even in the teaching profession itself, I am sorry to report, our vigorous human relations organizations have yet to widen their circle to include correctional education and its problems, even though they are deeply involved in a wide variety of programs for school integration, defense of minority teachers' rights, adult education, new techniques to do a better job for poor and minority children, and the recruiting and training of teachers from ethnic minorities.

Fifth, I believe the power and political muscle of organized American educators, sparked into action by our leaders in adult and vocational education, can be mobilized behind the cause of correctional education. It is the organized teachers who have the resources and experience to do this job. The problem is, of course, to arouse them and make them willing to take on this new alliance. Thanks to the missionary fervor of the officers of the Correctional Education Association, I believe this long-neglected isolation is nearing an end.

Let me be quite specific. I have in mind two experiences in the last 10 years which give me hope for successful action in support of correctional education. The first of these experiences was the Bilingual Education Act (Title VII of the Elementary and Secondary Education Act). Small groups of educators from Texas to California recognized that the very worst failure of the schools was their inability to do a competent job of teaching children from Spanish-speaking homes. Few teachers were Chicanos. New techniques, including bilingual teaching, were proven to be effective, but were utilized narrowly in only a few communities.

The National Education Association (NEA) helped fund and organize a special task force. The NEA annual convention was sold on the procedures. Senator Yarborough of Texas and Senator Montoya of New Mexico led the Congressional effort after extended hearings organized largely by NEA. Within 3 years of their beginning, these teachers had achieved the first major breakthrough for children from non-English-speaking homes. It sounds easy and simple in this capsuled form, but this experience required a combined charge on many fronts--political, instructional, ethnic, and organizational.

To provide a contrast, note that the Bilingual funding of $25 million, serving between 50,000 and 75,000 children in 1971, was matched by only some $34 million of federal funds to be spread among several hundred thousand inmates in prisons across the nation.

A similar illustration of the power of the teachers when they are turned on is given by the attainment of nation-wide 18-year old voting within 5 years of the launching of a determined drive to that end. Student teachers and a few adult allies persuaded the NEA Convention to make 18-year old voting a major objective. They set up an alliance with organized labor, youth groups, the NAACP, and Mexican-American forces; they provided a headquarters and telephone and some $40,000 in salaries and expenses. They enlisted many allies along the way, but the core of the action was at NEA headquarters in Washington. They helped draft legislation and mobilize opinion; they lobbied the Congress and many state legislators; they launched legal tests from local courts to the U. S. Supreme Court.

These efforts helped achieve the 18-year old vote. Not every educational cause embraced by the organized profession can expect a happy ending. Yet I am optimistic that it can be done as it was in the two projects just cited, if the profession is persuaded that it must be done. In most states the scope of public education does not yet embrace prisons and reformatories. You have allies, to be sure. It appears to me that the decline of the chaplaincy in a vital role in prisons has not been replaced by organized attention of the major churches to prison problems--and yet American churches are now more involved than ever before in the social problems of our times, and their resources and support could well be enlisted in the cause of correctional education. Another potential ally could be organized labor, whose traditional sensitivity to the convict labor issue has faded and no longer dominates the attitudes of the unions as it once did.

I am quite aware that you who are decision-makers in corrections are not necessarily tacticians of practical politics, but I appeal to you that because you care deeply what happens in your important specialty, you must sharpen your skills to help us win the attention of our colleagues outside the high walls. At the core of all we do must be your welfare and that of your students. We outsiders may be able to carry the ball into places you cannot go, but every pass we make and any scores we tally must be coached by you and must contribute to winning the whole ball game.

How important, after all, is correctional education? In the minds of many Americans, including teachers, it is not very high on the totem pole of national priorities. In fact it could be a decisive battle in the long war we wage against intensified crime and violence. This is a war, as everyone knows, which we have been steadily losing for several declining decades. Our American society itself could be the ultimate casualty unless we can reverse this downward spiral, and do it soon. That is how important I feel your cause can be.

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# CAREER DEVELOPMENT OF OFFENDERS AND STAFF IN THE CRIMINAL JUSTICE SYSTEM

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> The System of Criminal Justice America uses to deal with those crimes it cannot prevent and those criminals it cannot deter is not a monolithic or even a consistent system. It was not designed or built in one piece at one time. Its philosophic core is that a person may be punished by the government if and only if it has been proved by an impartial and deliberate process that he has violated a specific law. Around that core layer upon layer of institutions and procedures, some carefully constructed and some improvised, some inspired by principle and some inspired by expediency have accumulated. Parts of the system--magistrates, courts, trial by jury, bail--are of great antiquity. Other parts--juvenile courts, probation and parole, professional policemen--are relatively new. The entire system represents an adaptation of the English Common Law to America's peculiar structure of government which allows each local community to construct institutions that fill its special needs. Every village, town, county, city, and state has its own criminal justice system, and there is a Federal one as well. All of them operate somewhat alike. No two of them operate precisely alike (The Challenge of Crime in a Free Society, 1967).

This statement, taken from a report by the President's Commission on Law Enforcement and Administration of Justice, provides a terse introduction to the environment and context of this paper. In dignifying this hodgepodge of agencies, procedures and techniques with such a high-sounding term as "the System of Criminal Justice" is giving it far more than it is due. Only the offender himself has a clear idea of the entire process. This is because the feedback loops which are an essential ingredient of any good system are very much lacking in this so-called "System of Criminal Justice." This lack of feedback loops is a critical source of problems in the system. Neither police, courts, nor corrections really understands what the other is about, and each is suspicious and distrustful of the other. The police claim the courts protect the criminal at the expense of the honest citizen and make their job of law enforcement unnecessarily difficult. The courts try to convince themselves and the offenders whom they commit to prison that the offenders are actually being corrected, but the number of judges who have actually visited our prisons for a first-hand view of what goes on there are pitifully few. Corrections for its part frequently sees the courts as capricious, harsh, and arbitrary in its sentencing and the police as hounding and harassing the released offender to the point of driving him back to prison. These and a whole variety of other stereotypes are typical of the notions held by the actors in this system. Within the corrections element alone, suspicion, distrust and misinformation generated by probation, prison and parole people concerning the way the others conduct their affairs is common. Parole people accuse prison people of paroling totally unrehabilitated offenders, and prison people accuse parole officers of failing to do anything for the parole and of violating him on the slightest pretext.

The failure to provide feedback loops between and within the various elements of the criminal justice system breeds the suspicion and distrust which makes cooperation very difficult. In addition, the lack of feedback seriously limits the ability to determine the effectiveness of the things that are done. The parts are interdependent. What one element does has an effect on the other. Courts responding to a public outcry for law and order with harsher sentences results in greater overcrowding in prisons. Greater or lesser use of probation and parole also influence prison populations up and down. The success or failure of corrections to rehabilitate will influence the amount of crime and hence the amount of police activity. An outstanding example of this was seen in Providence, Rhode Island. In a revolutionary program of rehabilitation developed by Dr. Robert Carkhuff and carried out by the staff of the Rhode Island Training School for Boys, recidivism rates were reduced thirty-five per cent. During this period of reduced recidivism, the rates of juvenile crime in the areas of Providence, where the vast majority of youths who were released from the Rhode Island Training School lived, also went down thirty-five per cent. These remarkable findings are reported in a soon-to-be released book by Robert Carkhuff (1973) entitled Cry Twice. In the sense that we can develop a relatively simple flow chart of the criminal justice process showing the commission of a crime followed by the police functions of investigation, arrest and booking, followed by the prosecutions functions of initial appearance, preliminary hearing and then by the court and corrections, functions, we theoretically have a system. In reality, rather than a system, we have an incredibly complex maze. For some, a lifetime is not long enough to get through it. Whether a short period is required or a long one to travel through this maze is very often determined by superficial, irrelevant and chance factors rather than by significant variables such as seriousness of the offense or weight of evidence against the accused. For example, one rigorously developed research study demonstrated conclusively that all other things being equal, if the accused comes for his day in court directly from pre-trial detention in jail, he is five times more likely to have the outcome of that court experience be a prison sentence than if he comes to court on that particular day from the community (Wald & Rankin, 1964). Very often the only basis for pre-trial detention is that the accused is not able to raise bail.

In the federal system, pre-trial detention or pre-trial release may depend on whether the arresting officer knows with whom the accused was living at the time of his arrest or whether he was employed. We need not, however, go so far afield to demonstrate this point. We need only look at that part of the maze which we call prisons to realize how complicated it is and how many decisions are made that can prolong or shorten the offender's time in the maze for which there is no evidence that the variables used to make the decision have any validity whatsoever.

With this brief look at the system itself and at some of the problems besetting it as a system, let us turn our attention to career education and explore and examine the concept itself and its implications and ramifications for the system of criminal justice. In education, as in a great number of the basic institutions of the American way of life, there is a great sense of failing. This sense of failing has motivated an agonizing reappraisal of education. A core dimension of the educational process is to prepare our children and youth to live productive and satisfying lives in today's world. For more than two million students leaving our educational programs each year, this basic objective of education is not being met (U.S. Department of Health, Education, and Welfare, 1971). For the secondary school student today, of the three basic tracks, the academic, the general, and the vocational, only the vocational addresses itself to directly preparing the student for a productive life in the adult world. Career education, as conceptualized by U.S. Commissioner of Education, Sidney P. Marland, Jr., would extend to all education this sense of continuity between school and the world that lies beyond the classroom which characterizes only the vocational track.

Career education focuses on the critical goal of preparing the student for a productive, satisfying adult life beginning at the kindergarten level and continuing through termination of the educational experience whenever that might be. It envisions a systematic approach to achieving this goal beginning with broad career awareness programs in the elementary school, focusing more sharply on career exploration in the junior high school, on entry level job skills during the early senior high school years, specialized job skills for those terminating their education at the completion of high school, and technical job skills and professional job skills for those continuing in post-secondary schooling. A second employer-based model for young people in the thirteen to twenty age group who have left school without achieving the goal of productive skills is comtemplated. Finally a home-community based model is projected for adults who have failed to achieve the goal of productive, satisfying adult lives (Marland, 1971).

During the period October 25-28, 1972, a National Work Conference was held in Chicago, Illinois to develop a career education model for corrections. A selected group of leaders from labor, industry, management, manpower, economics, psychology, sociology, education, corrections, political science, social and community services as well as offenders and ex-offenders, struggled for four days to achieve the goals set for the conference. The most important single contribution made by this group was to expand the career education concept, to include all persons--offenders and staff--in the entire criminal justice system. In addition, this group established a basic philosophy for career education in the system of criminal justice, identified some of the desired outcomes and the functions essential to the system's operation.

The remainder of this paper will be devoted to a somewhat more detailed description of the function of each of the components in this system of criminal justice with special emphasis on the correctional component and with the implications for career education of offenders.

The criminal justice system begins to roll when the police observe a crime being committed, or the commission of a crime is reported to them. At first glance, it may seem hard to visualize how career education for offenders could be introduced into this element of the system of criminal justice. If, however, the police officer is recognized as a front line helper in the community, which is literally true, and if this function is given status, and training is provided for the officer to perform this function effectively, we begin to see where he might play a part in career education for the offender. Domestic battles are the source of many police calls. In some pilot programs, police have been trained in human relations skills to provide a helping service in this area. Certainly one important way in which the police can play a part in career education for offenders is in terms of referral to agencies and resources that can provide guidance counseling and training. Some treatment programs have actually been developed beginning when the accused appears before the magistrate where the police function and the prosecution function intersect. These suggest some additional ways in which the police can play a part in the career education concept. At the point the accused appears before the magistrate, the first four steps in the system of criminal justice have been completed. A crime has been committed and observed by the police or reported to them. The police have made an investigation and have arrested an individual and booked him for this crime. Now he appears before the magistrate where the bail/jail decision is made.

Until recently, the system of criminal justice has given little attention to the large number of individuals who are subjected to pre-trial jail detention for periods of a few hours to several weeks and, at the extreme, even to periods of several years. In its task force report the President's Crime Commission devoted less than a page to this topic. Despite the brevity of their report, they made three highly pertinent observations:

> The local jails should be used only for persons awaiting trial (and perhaps for practical reasons, persons sentenced to terms less than thirty days). The number of persons held in jail awaiting trial can be sharply reduced. Specialized programs should be conducted at jails, even for the untried and for prisoners sentenced less than thirty days (Corrections, 1967).

The VERA Foundation, whose pioneering Manhattan bail project has proven the truth of the Crime Commission's observations that the number of persons held awaiting trial could be sharply reduced, is one of the significant forces influencing the system of criminal justice in this area today. VERA's guiding principle is that the earlier in the criminal career that intervention is initiated, the greater the rehabilitative potential. The VERA Foundation has done some exciting work in New York City in implementing this principle of early intervention. Their first effort was to intervene at the point between arrest and indictment, which is the point at which the accused appears before the magistrate. Using lay helpers successfully, they offered the courts an alternative to indicting the individual by offering selected individuals charged with crimes job placement and counseling services with the provision that if the "helpee" succeeded for six months, the charges would be dropped (VERA, 1965). The career education concept clearly applies to this point of intervention. It is also clear that the police could play a cooperative role at this point.

VERA later extended their own guiding principle that the earlier you intervene in a criminal career, the more likely that intervention will be effective. In a simple but ingenious demonstration, they said, "Let us try to intervene after the commission of a crime but before arrest." They occupied a residence, developed a staff of ex-addicts and went out on the street and approached addicts they saw there and offered them helping services--successfully. They did the same with drunks. Here again, it is clear career education offers a concept of helping, expanding on the existing programs in this area. Police could play a significant role in this adventure.

Public Law 89-465, "Bail Reform Act of 1966," has been the major federal effort addressing itself to the problem of reducing the number of persons held in jail awaiting trial. By revising the practices relating to bail, the act seeks to insure that all persons, regardless of their financial status, shall not needlessly be detained pending their appearance to answer charges, to testify or pending appeal, when detention serves neither the ends of justice nor the public interest. This law followed directly from the VERA experience. Several states have also passed similar laws. Al[illegible] nowhere have these laws been implemented effectively.

Jails are just beginning to provide programs for those in detention. In the past it has been argued that pre-trial detainees are not committed offenders (not yet found guilty) therefore, are not fit subjects for correctional treatment. In a pioneering effort in this area, Hall (1968) extended the traditional logic as follows:

> While they are not fit subjects for correctional treatment, the pre-trial detainee by and because of his arrest, indictment and detainment, is likely to have problems with which he needs help. The social welfare services of the community should therefore be made available to him. In fact, the government has the special responsibility to make them available as his detainment serves only the government at a very great cost to the detainee.

Hall and Schmidt (1970) followed this logical and philosophical argument with a research study of a jail population which demonstrated conclusively that the speculation that the pre-trial detainee was likely to have serious problems was true. Using a questionnaire and interview, Hall surveyed a population of unsentenced prisoners at the federal jail in New York City. Each detainee in the survey was asked generally if he had any problems. If he had had any problems in the last six months, he was then asked specifically whether he had problems in each of seven problem areas: employment, housing, physical health, "emotional things," education or job training, children, legal and financial. Among the findings, twenty-five per cent reported that they had educational problems, thirty-seven per cent reported employment problems, forty-nine per cent reported financial problems and fifty-five per cent reported emotional problems. Earlier, Hall (1968) identified the three basic strategies for dealing with the "jail problem." These basic strategies can be stated as follows:

1. The pre-trial jail experience should be entirely eliminated for all persons charged with crimes with the following exceptions; (a) those who represent a threat to the community, (b) those who are likely to repeat their crimes, and (c) those who are likely to abscond.

2. For those who must be jailed, the period of detention should be made as short as possible.

3. Programs must be introduced in jails that will counteract the dehabilitating effect of the jail experience.

Those accused of crimes who are released to the community pending trial, can maintain integrated family, work and community lives if they have these things at the time of arrest, or they can act to achieve this posture if indeed they do not have these evidences of stability to present at the proper time at the court procedure. Implementation of the career education concept at this intervention point is clearly a viable one. Those who "must" be detained, should have equal opportunity to maintain their ties to the community or mend their fences, whichever is required. Some jails have begun to implement these strategies. Cook County Jail has a basic academic program using programmed learning and a pre-vocational training program. A significant human resource development program has recently been introduced to the jail system in Kalamazoo, Michigan. It builds extensively on the pioneering human technology developed by Robert Carkhuff. Career education offers a logical extension to the pioneering program efforts now going on in some jails across the country.

The next point at which intervention using the career education concept can be effectively implemented is at the end of the court process following the finding of guilty. At this point, the probation/prison decision is made. A probated sentence with a plan calling for the integrated use of a wide variety of community resources--academic, vocational, and social--coordinated by the probation officer would offer a viable alternative to prison for many convicted offenders. Probation officers trained in regional seminars conducted by the Education Research and Development Center of the University of Hawaii learn systems techniques for designing and evaluating community career education programs, and develop correctional models to systematically use community resources to meet the needs of the convicted offender.

Now let us turn our attention to career education in corrections in the prison setting. The current situation in corrections relative to preparing men to lead productive lives in the community places particular emphasis on three broad elements in the training process: the diagnostic effort, the training effort itself, and the placement effort.

Basically the diagnostic function must do two things: select candidates for training, and determine the most appropriate training area for each individual selected. Our testing and diagnostic counseling programs in corrections usually rely on such measures as the Stanford Achievement Test, the Revised Beta Examination and the GATB. Some of our institutions also have pre-vocational training programs in which the offender tries his hand at a variety of representative trade tasks to determine his interest and aptitudes.

For the most part, people who have had little or no training in tests and measurements of this kind have been required to make our vocational analysis. Minimum academic standards are usually set for most vocational training programs. The vocational diagnosis reports on the offender's expressed vocational interest in which he meets minimum academic standards. It will note the length of the waiting list and finally will recommend for or against the proposed program or suggest an alternative vocational program for the offender. When one considers the limited resources that we have provided our educational people to implement diagnostic functions in the vocational area, the job that is being done is truly commendable.

At the same time, the diagnostic programs of most correctional institutions fall far short of the level of effectiveness which is possible and desirable. There are three basic criteria to indicate program effectiveness in the diagnostic area: the number of persons assigned to the training program on the basis of the vocational diagnosis, the number of successful completions, and the number who eventually secure community employment in the area of training. In the federal system we are just beginning to generate data to tell us the percentage of cases who are assigned to and successfully complete our programs. There are three studies indicating that about twenty-five per cent of the vocational trainees in our institutions find post-release employment in the area of their training within six months of release (Glaser, 1964; Hall, 1963; Pownall, 1969). One study notes that the jobs releasees secure during the first six months following release have their counterparts in the institution and that with better diagnostic and placement procedures, significantly more individuals could be placed in community jobs that match their institutional training.

Although corrections has provided a few full-time comprehensive training programs which truly prepare people for real jobs in the community, our vocational training programs have, for the most part, left much to be desired. Our on-the-job vocational training programs have provided training of a very limited sort. The maintenance function of the shop, the limited nature of the maintenance work experience available in an institution, the poor coordination between shop training and related academic training, and the lack of teaching skills in the shop supervisors, have all tended to work against effectiveness in our on-the-job vocational training programs. Despite these limitations, on-the-job vocational training continues as the backbone of vocational training efforts. Competition for inmate manpower between the training and treatment functions and maintenance functions of our institutions have been resolved primarily by combining the maintenance and training function in the on-the-job training concept. From the standpoint of training, combining the maintenance and training function has not proved to be a generally effective technique. Nonetheless, the objectives of maintenance can very effectively be met by coordinating these two functions in place of combining them. In coordinating training, training would precede assignment to the maintenance shop.

This type of training would be intensive in that the optimum number of training hours would be squeezed into the shortest number of days. Aspects of training that can be appropriately met on the job, that is, in the maintenance shop itself, would be reserved for the maintenance shop. To determine the number of hours required for a training program, the specified objectives of the program must be clearly and concretely articulated. Failure to have specific objectives of training in mind, and therefore the inability to communicate realistically with the trainee as to the objectives of training, has given rise to distorted notions on the part of the trainee as to his level of skill and potential worth to the employer in the community. These distortions have tended to be in the direction of having an expansive view of his capabilities and worth to the employer. We have frequently stretched the training period out unrealistically to conform to the period that trainee is in the shop, taking a year to eighteen months to teach what could more effectively be taught in three to six months. Glaser found that youthful offenders who were sixteen years or older at first prior institutional commitment or with no prior commitment who also had on-the-job training of five months or less, succeeded at the rate of sixty-one per cent, but those who had on-the-job training of over six months or no training at all, succeeded at the much lower rate of thirty-eight per cent (Glaser, 1964).

Instead of on-the-job training where the training and maintenance functions go on simultaneously, a short period of intensive training under the direction of a qualified instructor should precede assignment to a particular maintenance shop. This training should be oriented to community standards and to the skills needed to compete effectively at the entry level. It should at the same time be coordinated to the maintenance shop function to exploit the training potentials in the shop.

Our training programs have for the most part been mechanically oriented and at the middle skill level. We have almost nothing in the way of low index skill programs for those individuals who will always function at the elementary school level. At the other end of the continuum, we have very few programs for those needing high index skills of a technical kind as opposed to mechanical trades. At each of these extremes, there are groups who compose an estimated fifteen to twenty per cent of our prison population each. Even in those few institutions where we do have college programs for the high index group, these programs have failed to incorporate the basic principle of the career education concept which emphasizes that the individual student be equipped to function productively in the real world at any point at which he terminates his formal educational training.

There is a critical need to coordinate our remedial academic programs with the vocational training programs. In the past there has been serious duplication of effort between the work of the related training program and the academic school program. In a paper presented at the Adult Basic Education in Corrections Seminars in Atlanta and Chicago in 1972, a model for integrating academic education and vocational education in a prison setting was presented (Hall, 1972b).

With only about twenty-five per cent of our releasees finding work within six months of their release in the area in which they have been trained, it is evident that there are critical needs in the job placement area. One might argue that these men are poorly trained and not therefore employable in their trade; or that the men are not interested in the trade in which they were trained and therefore do not seek this type of work; or that there is just no demand for workers with the skills they have acquired in prisons. These are the factors that account for the low level of employment in the areas of training. There is, at the same time, evidence that failure to provide adequate placement service is a major factor in the low placement rates of released trainees. Two studies show, for example, that over seventy per cent of the time the individual, his family or his friends are the only sources used to find a job following release from prison (Hall, 1963; Pownall, 1969). Systematic job placement techniques using the technology developed by the Adult Basic Education in Corrections Program need to be applied to this critical area.

These observations relative to the career educational concept as applied to correctional institutions have tended to take a very narrow view of career education, equating it for the most part with traditional vocational education. To do this in the process of exploring how corrections can implement the concept of career education is inappropriate. To actually conceptualize career education in this very limited way does it a serious injustice. In addition to the general and philosophical definition of career education in corrections from which you are developing your models, the following concretized and operational definition will complement what you already have. Career education in corrections can be defined as training the offender with the intellectual, emotional/interpersonal and physical skills necessary for him to live effectively in his world. In the summer of 1972, a proposal for a drug abuse program to be implemented at the Federal Youth Center in Ashland, Kentucky was written (Hall, 1972a). The career education concept was the central theme of this proposal. The Bureau in Washington approved it and it will be implemented at Ashland in the near future. The following excerpts from this proposal will demonstrate how the concept of career education can be implemented in a real-life program. Three basic principles are emphasized in this proposal. The first principle is labeled the "Skills Theme." It is described as follows:

> The general notion of the drug abuser which this program will espouse is that drug abusers are drug abusers largely because they have limited skills to cope with the problems of everyday living. This conceptualization of the problem leads directly to the program goal which can be simply stated as providing the drug abuser with a variety of new basic skills that will increase the probability of his having the necessary resources to cope with the problems of adult living. The central

> thrust of the Skills Theme will be in terms of Career Education. Unless we anchor the man to the adult work world, it seems to us that little else we do can have much impact or effect on his ability to live in the adult world. He needs the physical stamina to produce throughout a full work day, the emotional/interpersonal skills to work in harmony with co-workers and supervisors, as well as technical skills at the upper level of his ability. Career Education will address itself to the physical, emotional and intellectual areas in these terms (Hall, 1972a).

The second principle we have labeled "Total Integration." It is described as follows:

> To implement the Skills Theme, we envision that the drug abuse program will be fully integrated into the total institution program using all available resources. Special treatment programs are frequently viewed by staff as special privilege programs. The drug abuse program at Ashland will be developed and presented in such a manner that the total institution will share in its programs of rehabilitation (Hall, 1972a).

The third principle is labeled "Full Utilization of Correctional Tools." It is described as follows:

> To meet the individual needs of the drub abuser, we intend to utilize fully all existing programs within the institution and to develop in-house programs where there is need. Because our thrust is the integration of the man into the adult work world, we intend to use fully all community programs, especially work release, study release and furloughs. We also envision an expanded notion of the use of after-care resources to place far greater emphasis on further career preparation, job placement and follow-up counseling in addition to the traditional guidance programs that now typify our after-care services (Hall, 1972a).

The following excerpt from the Program Action Plan section of this proposal will provide you with some of the specifics of the actual drug abuse program as it is envisioned. In this proposal, the action plan is described as follows:

> The basic goal of all treatment is behavioral change. All behavior can be categorized as physical, emotional/interpersonal and intellectual. Each act contains some mix of these three elements. For the purpose of this presentation, we will treat them as if they were discreet.
>
> 1. Emotional/Interpersonal
>
> Systematic training in Human Relations skills using The Art of Helping by Robert Carkhuff (1972) as the basic text, will be given on a continuing basis to all participants in the Ashland

drug abuse program. The responsive and initiative skills will be as fully developed as individual capabilities permit. These skills will provide the foundation for the therapeutic life of total program. Specific programs, including community forums, house management groups and other organizations for facilitation of effective group living, will be developed.

2. Intellectual

Intellectual programs will concentrate on Career Education. Our definition of Career Education is the development of high level skills in the area of greatest aptitude, ability and interest that offer high probability of success in the real world as well as the critical non-technical, physical and emotional/interpersonal skills required in a fully functioning individual.

The first order of business is to determine the career goals. Diagnostic tests, after-care agency and family consultations, vocational-orientation programs and a variety of other techniques will be developed in this area. To implement these career goals, in-house, community, academic and vocational and work resources will be fully exploited.

In addition, programs in problem solving and program development designed to develop real skills will be provided each participant in systematic training programs and real life experiental projects.

Each participant in the Ashland drug abuse program will be required to keep an intellectual journal. This will contain the questions, observations and insights which the drug abuser experiences during his progress through the program. The ultimate goal of this journal will be the development of an individual set of principles that will serve as guidelines in living and enable him to predict his world.

3. Physical

There is significant evidence both in research literature and daily observations that offenders are physically inferior to their peers in the community. We have tended to accept the absence of illness or physical defect as equivalent to full physical functionality. This is, in fact, not justified. We will place great emphasis on physical fitness by instituting programs designed to raise functional levels of this group to the point where they are fully competitive in any situation and commensurate with national norms. Specifically, this includes physical training, personal hygiene, basic health, and nutritional habits (Hall, 1972a).

In conclusion, career education provides a more sharply defined concept of the educational function than traditional educational models. It has wide application throughout the system of criminal justice. Corrections--probation, prisons, and parole--because of its essential responsibilities in the treatment area, has a special need for this fresh approach. It could well be the first viable, effective treatment strategy that corrections has ever known. The equation for actualizing this effectiveness is to have effective people with effective programs, supported by a facilitative organization.

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# TIME FOR PROGRESS

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## Employee's Lament

There was a little paragraph in a trade magazine. It was titled The Employee's Lament and it read: "They talked me into buying stock in the company I work for and it's made a nervous wreck of me. I keep worrying about the rotten work I am turning out." My word to anyone working in corrections is that he has already bought stock in the company. Let's consider that stock.

1. A prisoner is valuable and you're paying for it. How valuable? Financially the prisons belong to you. A few statistics from a few institutions with which I am acquainted: In my own institution in fiscal year 1973 it cost $5,000,00 per man and will come closer to $6,000.00 per man in fiscal year 1974. One institution in the state cost $13,000.00 per person, while another managed to squeeze by on $11,000.00 per resident. That money came from the pockets of citizens--yours and mine. And how many of us, as we talk to a man, think to ourselves: "You're costing me--my society--$10,000.00 a year. You must be a very valuable person."

2. Prisoners support a great number and variety of personnel. Of the total budget in any institution a great part of the expenditure is for personnel--custodial staff, chaplains, doctors, nurses, clerks, typist--a vast array of personnel. Breaking down a budget with which I am familiar: In one institution where the total annual budget is $9,401,000.00, cost per personnel is $5,573,000.00. In order to justify this tremendous outlay of money for personnel and in order to make the best use of our stockholder dollar on the resident, everybody had better be pulling together. And this is the problem.

3. We work for him. The prisoner is the reason for their employment and therefore that variety of people should have a common goal--the welfare and resocialization of the prisoner. How necessary that goal!

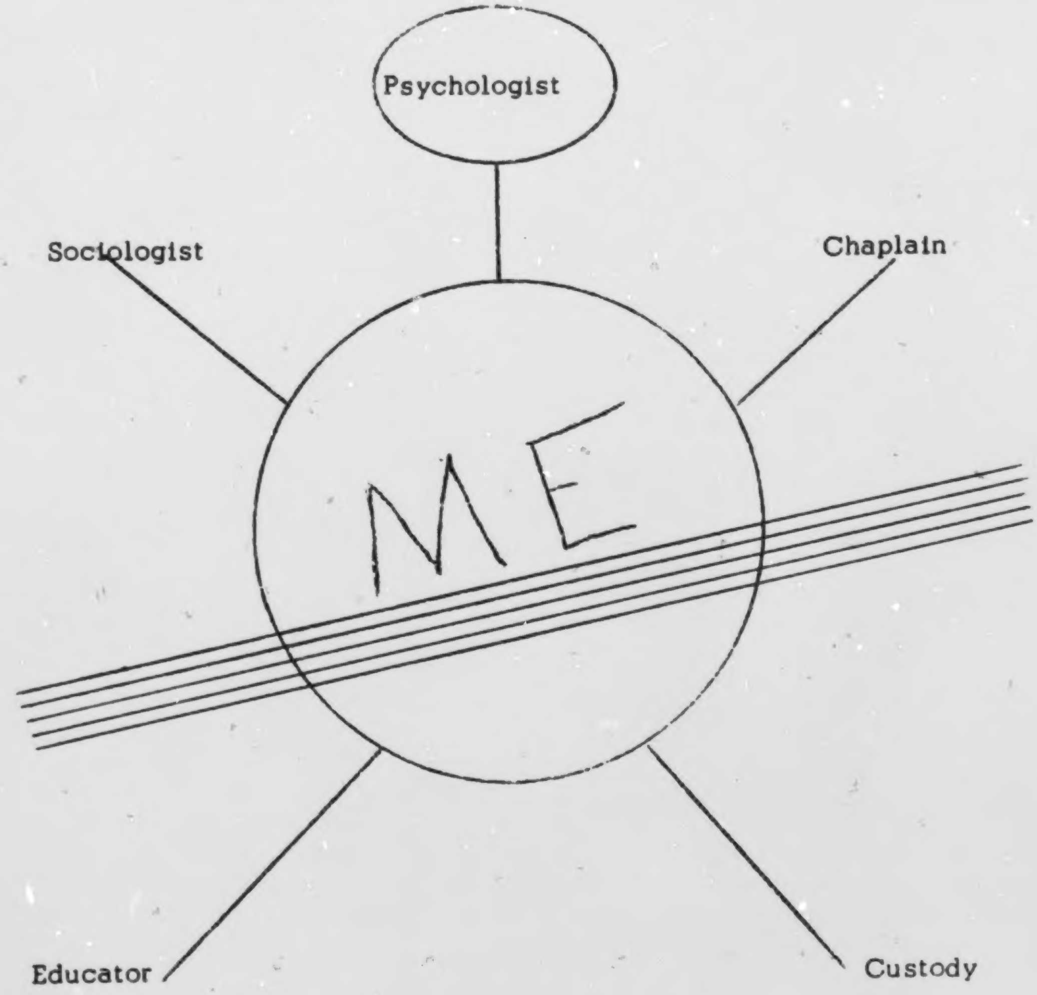
Have you ever seen a mosaic being constructed? The workers bring the little pieces of stone in various bags--a bag of black stones, a bag of red stones, a bag of yellow stones, and so one. The individual stones do not look at all impressive. Then the construction begins. It must follow a well-conceived design with the colors being mixed in just the right order and number in order to produce a good mosaic. If at any stage of the operation black stones, for example, were used where red stones should have been used, the end result would be a noticeably defective work. There will be a clash where there should be harmony. I use this to illustrate something written by John Henry Newman, one of the great literary genuises and thinkers of the 19th century. He sees organizations as a mosaic. Each person in the organization must be in his place and in harmony with every other person in the organization in order that each phase of the operation may complement every other phase.

Years ago I had a red-headed, Jewish secretary working for me. His name was Sammy Cohen. A brilliant and erratic genius with an I.Q. of about 176. Sammy was an authority on many things and one of them was the Bible, both the Old Testament and the New Testament. He could quote chapter and verse from many of the Books and often amazed me with his quotations from the Gospels and from the Epistles. On one occasion I was talking to him and he quoted several verses from St. Paul. I took the opportunity to ask him why, since he showed such an appreciation for the writings of the evangelists and the apostles, he had never thought of becoming a Christian. His answer, and I quote it with not complete accuracy, was: "Father, those people can take their religion and shuck it. But they are the greatest psychologists I have ever read." One such psychological insight comes from a letter of St. Paul to the Corinthians. It is a commentary on the need for integrated action:

> Now the body is not one member, it is many. If the foot should say, "Because I am not a hand I do not belong to the body," would it then no longer belong to the body? If the ear should say, "Because I am not an eye I do not belong to the body," would it then no longer belong to the body? If the body were an eye, what would happen to our hearing? If it were all ear, what would happen to our smelling? As it is, God has set each member of the body in the place he wanted it to be. If all the members were alike, where would the body be? There are, indeed, many different members, but one body. The eye cannot say to the hand, "I do not need you," anymore than the head can say to the feet, "I do not need you." Even those members of the body which seem less important are, in fact, indispensable . . . . If one member suffers all the members suffer with it; if one member is honored, all the members share its joy. You, then, are the body of Christ. Everyone of you is a member of it.

Transfer this to the social setting we call a correctional institution. All the members should have a great concern for every other member; rejoicing in his joy, sharing his sorrow, being glad at his triumphs--all united. And remember this: the heart of the entire institution is the resident.

What happens all-too-often in the institution with that most important individual? I was attending a workshop in Montreal a year or so ago and Canon Rees, from England, told the story of a convention which he had attended in France where the psychologists said they were the most important people in the world, the sociologists contradicted this because they evidently were extremely important, the educators were certain that all rehabilitation was mainly due to their work, while the chaplains were just as certain that resocialization could never happen without their efforts. In line with many conventions it was considered quite the thing to have a resident of an institution present. This resident listened to all the speeches and then it was his turn. He walked to the blackboard and he drew a man with his feet wide and his arms extended. Then he put in titles. On the head he wrote "PSYCHOLOGIST," one arm was the "SOCIOLOGIST," and another arm was the "CHAPLAIN," one foot was the "EDUCATOR," and the other foot the "CUSTODIAL OFFICER," Then, over the entire picture he scrawled in large letters "ME." The drawing completed, he turned to the audience. "Gentlemen, you are pulling me apart. Why the devil don't you all get together instead of pulling and working at cross-purposes with one another?



FIVE MILLION DOLLARS IN PERSONNEL AND ONE MILLION DOLLARS PULLING AGAINST HALF A MILLION DOLLARS AGAINST ONE-AND-A-HALF MILLION AGAINST TWO MILLION AND PRODUCING CHAOS !

So far we have considered the prisoner merely as a valuable piece of merchandise. But he is something more than that. He is a person--endowed with heart and mind and will--to be treated with dignity. You are not dealing with blocks and mortar. You are dealing with human beings. Granted, they do not look like much when they arrive in prison:

Bragging to hide their fear

Singing to overcome their loneliness

Sullen to conceal their deepest longings

Anti-social to cover their craving for the warmth of human love

Hostile to conquer the hurt of separation from all their normal surroundings.

We intend to look at the exterior, and after their county jail experience, they look something less than human. What do we do? We continue this less-than-human experience by taking from them most of their personal effects, their clothing, their jewelry, and some of their papers. We give them a number and tell them that is the important part of their identity from now on. We assign them to a "cell," and its steel bars and sparse and inadequate furnishings re-enforce the concept of subhumanity. It is any wonder that a well-known prisoner of several years ago (a noted scholar and sensitive poet) wrote of his prison experience:

> Prison is the willful supression of conscious and subconscious life into a single noisome mess. You hear interiorly all day the sound of the mad chopper falling. Men are being amputated from all the ways of being men.
>
> Chop - goes joy.
>
> Chop - goes valor.
>
> Chop - goes the light of eyes.
>
> Chop-chop - goes the two hands of service.
>
> A basket case is trundled back into the world. He is stamped, like government inspected meat: 'Rehabilitated.'

So we ask questions. And each one of us must look into our correctional experience and answer YES or NO for the system and even more important YES or NO for our own individual conduct. Let me ask the questions. They are few and actually cover the whole spectrum of the correctional system. Some day, I want to multiply each of these single questions by at least ten. Here they are:

1. Is there a sense of human dignity throughout the process?

2. Does the accused feel he is treated as a human being who is only under suspicion of having committed a given offense?

3. Is the defendant something other than an object maneuvered by the formalities of the court (Plea bargaining)?

4. Does the probationer ever feel he is viewed as a person rather than a case?

5. How dehumanized is a man in prison?

6. Can we devise new ways to react to these human beings?

7. Should we not be accountable for the ways in which we react?

If we answer these questions truthfully we can begin to understand how a professor of criminology began his survey treatise on the history of corrections with this sentence: "The history of corrections is the story of man's cruelty to man and the apathy of a society which permitted it."

## Time for Progress

Back in the last century John Maynard Keynes, the British Economist, wrote that:

> The day is not far off when the economic problem (our complete concern with the material) will take the back seat where it belongs and the arena of the heart and head will be occupied, or re-occupied, by our real problems - the problems of life and human relations, of creation and of behavior and of religion.

John Curran, in his book: A New Look at Christian Morality, says in his epilogue:

> The horizons of man's responsibilities in a world come of age are constantly widening. The ethics of Jesus with his emphasis on openness and continual growth call for ever-developing responsibilities...the reign of God is not entirely future; the reign of God is already present in this world. The Christian is called here and now to cooperate responsibly in bringing about the new heaven and the new earth. The social aspects of the reign of God are more apparent than ever before.

The acceptance of this moral responsibility with regard to the "social aspects of the reign of God" has been seen in many public statements concerning the morality of war, in many attempts to satisfy the moral obligation to relieve grinding poverty, in the responsible efforts to combat disease, in the moral striving to eliminate racism, in the great programs to help the aged, the unemployed, and men and women who are physically, culturally, or socially deprived. But in the field of corrections, there seems to be a noticeable lag in finding and implementing a system which conforms to the moral principles bolstering the ideas of corrections. And yet (and this is criticism of us who have made our specialty the field of corrections) Mr. Ramsey Clarke, former Attorney General of the United States, says very well: "No activity of a people so exposes their humanity, their character, their capacity for charity and its most generous dimensions, as the treatment they accord persons convicted of crime."

## Why Failure

We have failed. Two questions remain: Why? and How can we stop it? The WHY is partially answered by James MacGregor Burns in his essay, Uncommon Sense. He speaks on the broad field of national politics but his words fit the correctional picture. This is what he writes:

> It is the effort to think and to govern without a considered order of principles and achievable priorities that has so often reduced our politics to triviality and our government to impotence on the great human issues.
>
> The time has come to strive for "uncommon sense." We must work out strategies of directed change and progress - strategies that combine ends and means, thought and action, theory and practicality. We have hardly begun to think through these strategic possibilities. We have felt limited to two unhappy alternatives: one, the slow but steady accretion of progress achieved by limited manipulation of the existing structures of government and society; and the other, the desperate precipitation of change and reform by rejecting the existing structures and acting outside them. But each of these alternatives presents a disjunction of ends and means. We must search for a third strategy that will truly put first things first - that will define its ends and shape the means to realize them.
>
> A people that can face itself in the dark mirror of a time like ours is a great people which deserves to be greatly represented, (Archibald MacLeish). It is capable of mastering its destiny.

## How to Halt Failure

How can we stop the failure? What have you done? You have examined your systems and have hopefully and under skilled guidance set up a "considered order of principles and achievable priorities." You have recognized the two unhappy alternatives of failure and have been searching for the "third strategy that will truly put first things first - that will redefine its ends and shape the means to realize them."

My hope and wish is that you work in your institutions on fire with the ambition to achieve what you have resolved and that your efforts may be crowned with success.

# PLACEMENT AND CONTINUING CAREER DEVELOPMENT FOR OFFENDERS AND EX-OFFENDERS

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## Introduction

In spite of the concentrated effort toward "Law and Order" the United States is losing a major war. Current statistics indicate that over 500,000 persons are presently incarcerated, awaiting trial or on parole or probation in this country. This is equivalent to the population of most of our major cities. The time has come for a complete reevaluation of the administration of justice. Seventeenth and eighteenth century methods will no longer suffice, for as former Attorney General Mitchell stated: "It does little good to train and equip our police forces if our prisons are turning out criminals faster than they can be rounded up (Mitchell, 1972)."

The problem is that our present system of prisons is efficiently training and producing expert criminals rather than rehabilitating formerly minor or inadvertent lawbreakers. The effect of the present system of classification and incarceration of first offenders and rehabilitative, non-habitual repeaters is disasterous. Most of these are susceptible to rehabilitation and possess a strong desire to return to society as productive citizens at the time of first arrest. The methods used in the present penal system overtax the facilities of the institutions and make them entirely custodial rather than rehabilitative. The only tangible results of our present system is the production of more efficient criminals or the complete debilitation of inmates which reduces them to complete dependency upon the state and thereby insures their return to custody if only for lack of ability to adjust to freedom.

It becomes immediately evident that the custodial theory of penology is not working. Locking offenders up is not going to solve the problem because they must eventually be returned to society. In our highly regulated society there is an increasing number of offenders who are imprisoned for offenses which are strictly malum prohibitum rather than the traditional crimes which are classified as malum in se. California Assemblyman Karabian recently cited the fact that the Penal Code is now thicker than the Bible, and an increasing number of offenses which were traditionally misdemeanors are now classified as felonies. The number of arrests and prosecutions is increasing at such a rapid rate that it can reasonably be projected to include at least ten percent of the population of the United States within the next twenty years. Custodial methods are not the answer! We cannot look forward to having the equivalent of the State of New Jersey used as a penal establishment.

The cure must be provided through total cooperation between penal authorities, the judiciary, labor and the business and economic community in providing a complete change in methods of handling offenders who would be susceptible of rehabilitation. It is true that "old cons," habitual or psychopathic criminals, or those who are already institutionalized, would not be receptive to new methods. These would have to be held in custodial maximum security insitutions. However, we are not looking to those but to the "new crop" of first offenders and repeaters who, through psychological and vocational assistance, job placement and continued assistance would be ready and able to reenter society in a new role. This must be done!

## Needs for Placement and Continuing Career Development

Chief Justice Burger recognized the need for a complete reevaluation of attitudes and penal techniques in his address in December 1971. The established theories and practices used in our prisons and jails have no purpose than to confine and control offenders. Custodial methods may temporarily relieve the problem, however, they do not provide a cure. The mere imprisoning of offenders is like giving pain pills to cure a cancer. When the effect of the medication wears off, the pain is more intense and the cancer has grown in magnitude.

Our prisons and jails have become stagnant pools of decay where the hopes, aspiration and self-respect of inmates is purposefully destroyed. Custodial attitudes prevail and mere lip service is given to "new fangled" rehabilitation programs. Initiative and leadership is discouraged. Cursory token attempts are made to render psychological or vocational testing or counseling and training is in the form of a method to control or "keep them busy." These can only be described as debilitative rather than rehabilative. As Chief Justice Burger stated: "You cannot tie a man to a chair for a long period of time and expect him to walk when he is released (Burger, 1971)."

Under present methods the initial repentative attitude and desire to be rehabilitated rapidly deteriorate as the inmate becomes accustomed to the institution. He or she either becomes rebellious and intensifies anit-social activities or becomes totally institutionalized. The strong or intelligent devise methods to continue to "beat the system," while the weak follow the strong or become so dependent upon the institution that they cannot survive outside. In either case, they have deteriorated and have increased rather than diminished the probability of further anti-social activities and rearrest after release. The logical alternative is a true approach to rehabilitation rather than punishment. This would include training for a career occupation, psychological treatment, placement and continued supportive and counseling services after release. Under this type of program, offenders would leave penal institutions as potentially productive citizens rather than as skillfully trained criminals.

## Importances of Placement and Continuing Career Development

Mere incarceration and custodial care is a constantly losing business.

The drain on our economy which results from this problem is astronomical. If we accept current Department of Justice statistics, there are approximately 125,000 persons incarcerated in the United States at any given time. If we assume that the cost of care alone is $6.00 per day, the cost of custodial care alone is $738,000 per day or $269,370,000 per year. A staggering sum, but this does not take into consideration the cost of physical facilities, land, buildings, trial, transportation or extra ordinary medical expenses. Nor does it consider the loss in gross national product and unpaid taxes which are lost.

The direct cost of crime has been estimated to be in excess of 100 billion dollars per year. But what of the indirect cost? How many families have gone on relief after the incarceration of the breadwinner? How many broken homes have resulted from the imprisonment of a spouse? What is the resultant effect on juvenile delinquency, drugs, alcoholism? When we assess these costs and multiply the effect after the offender is returned to the same problem, the result is truly appalling.

As the rate of arrests and convictions increases, the drain on our national economy and social system increases to a crucial point. Unless the national effort is concentrated in rehabilitation and productivity rather than punishment and custodial care, this drain will bleed our country of our life's blood and lead either to anarchy or totalitarianism.

## Problems in Achieving Placement and Continuing Career Development

A zoo keeper does not place leopards and antelope in the same compound. In our penal systems offenders are indiscriminately mingled. The young and the old, the novice and the expert, the psychotic, the neurotic, the timid, the agressive, the repentative and the vindictive. They all walk the same yard. They work and eat side by side and they all teach or learn as a result of the experience.

Some systems, notably the Federal Bureau of Prisons, have made valiant efforts to correct this problem. Even here the system of classification is proving to be grossly inadequate in separating the salvageable, receptive inmate from the incorrigible. The Federal system, known as RAPS, is based upon a numbered system of values ranging from 1 to 3 in four categories. These are: 1) Review by staff member; 2) Age of the inmate; 3) Prior offenses; and 4) Sentence.

Under this system, the total number of "points" is added up and the sum designates the type of program or institution for the offender. It is interesting to note that an older offender serving his first term of under eighteen months for tax evasion could have the same classification as a youthful bank robber who is serving his second term of five years or more. It is also common for the recommendation or classification by the inmate's caseworker, psychologist and other staff members to be overturned by the mere age and length of sentence.

Even though studies have shown that the first year of imprisonment is a crucial period in formulating habit and behavior patterns, offenders with under eighteen months to serve are classified with the same weight and points as those with a twenty year sentence. Both are weighted 3 on the scale. They would probably end up in the same institution and programs if their ages coincided.

However, in many state systems, no effort is made to classify inmates, and in others it is done in the most cursory manner. First offenders are placed into the same living quarters and programs with the most hardened repeaters. Those who committed "white collar" crimes are placed with those who have committed crimes of violence.

Webster's Unabridged Dictionary (1969) defines classification as: "Arrangement according to some systematic division into classes or groups." Current methods of classification must be reevaluated so as to provide for grouping of inmates who are susceptible to rehabilitative training and therapy, first offenders and the psychologically weak away from the "hard-core" habitual, violent, psychotic or institutionalized offender. Otherwise, our prisons will continue to be schools for better criminals. This can only be accomplished by a system of thorough screening out of the incorrigible, and motivation, training, treatment and placement of the receptive.

## The Multiple Problem of Motivation

The problem of placement and continuing career development is only part of the multi-faceted general problem of rehabilitation. It cannot be taken out of context any more than any other complex problem involving mass behavior. The most challenging and complex of the many problems facing those who will find the solution is that of coordinating and directing the diverse motivations of inmates, penal officials, business, labor, politicians, the public and, hardest of all, themselves. Each group's motivation will bear a relative weight upon the eventual success or failure of the project. Therefore, each group's motivations must be taken as a separate problem.

## Offender and Ex-Offender Motivation

Offenders thrive on broken promises as the basis for rationalization which supports continued anti-social conduct. Any workable program must have clear cut guidelines, be consistent and deliver what is promised.

Offenders are motivated by the same fears, greed, ego, love, hate, desire for self-preservation and other emotions and motivations which govern all human behavior. In many there is an additional motivation which is to "beat the system" and an innate mistrust of the "system" and all that it represents. However, in most, there is a deep desire to be able to join the system. Each must be considered as a separate personality problem and, where possible, motivated toward a rehabilitative attitude. Inmates live with the hope of a light at the end of the tunnel.

This is true even when they know that they do not have an "even break" when they get out. A successful program must provide an attainable goal which is worth striving toward.

In effect, the program must look to complete rehabilitative aid rather than something with which to train a person to enter a filed to which he is unsuited and unmotivated. It does little or no good to train an offender in a trade which will be of no use in achieving a standard of living which is at least equal to that which was maintained by illicit means. It is not enough to say that "crime does not pay." It must be shown that honesty does pay better. What greater disillusionment could be created than to train an inmate to use on obsolete machine in a trade which cannot be used? What is the use of training draftsmen when ex-aerospace engineers and draftsmen are walking the streets? Or to train inmates as typesetters or printers when the union halls are filled with printers "on the bench?"

A workable program must be keyed to available positions and skills which are in high demand, otherwise the ex-offender will be competing with a highly competitive labor pool which does not have the stigma to a "record." The ex-offender must prove himself or herself both in the learned skills and as a worthwhile member of society. The ex-offender must have the opportunity to use these skills and motivations for advancement. This cannot be accomplished unless the opportunities given to the ex-offender offer a chance of future advancement.

In a recent interview, a successful ex-offender stated that:

> Lots of guys have the qualifications to do better things than shovel coal, but that's what they end up doing. And the first thing you know, they get fouled up and back they go (Salazar, 1972).

One of the most abject wastes in the present system of offender training is the immense pool of unused skilled talent which exists among inmates and ex-inmates of our penal institutions. Reams of studies and statistics are available to show the number of unskilled, illiterate and uneducated who are confined. These studies seem to lose sight of the number of highly skilled offenders who could be enlisted as instructors. These could be used to fill the need for trained teachers of the skills needed for rehabilitation of the more disadvantaged offenders. The use of inmate instructors would be more readily accepted by the inmate population than unmotivated "establishment teachers" or converted custodial personnel.

The key then becomes motivation. How do we get the inmate instructors to teach and the students to learn? Motivation! Millions have been spent on finding ways to keep inmates from doing things, and practically nothing has been spent on devising ways to motivate them to want to improve themselves. The use of ex-offenders as instructors would have the effect of showing that it can be done--that an offender can get a decent job in the "system."

The use of offender and ex-offenders an instructors would thereby provide a stimulus or goal which would help the otherwise receptive inmate to overcome the prevalent attitude that acceptance among peers requires a "tough" or "big time" reputation. Inmates today spend too much time in learning better ways to break the law. Due to a lack of stimulus to find ways to keep it. The program suggested here for inmate motivation is simply a variation of the Synanon approach to drug addiction. Each offender becomes emotionally bound to help his neighbor and himself. Inmate and ex-inmate instructors can provide the first break in the solid wall of resistance and offer the first proof that a goal can be achieved.

Additional stimulus would be provided through cooperation with penal administrations whereby the students and instructors would automatically be given bonus good time and compensation for successfully completing or teaching the courses. Additional stimulus could be provided by making them immediately eligible for work release programs upon satisfactory completion of the course. Satisfactory completion would naturally include a satisfactory conduct record and participation in rehabilitative counseling and psychological treatment, where indicated.

Under these circumstances, the inmates would have a goal which they knew was attainable and practical. They would police themselves in a common effort to reach that goal. But the goal has to be one that is practical-training for a career which is suited for the inmate and in which he is reasonably assured that he can earn a living on the outside.

New inmates are often told, "Don't let your mind get outside, it will drive you nuts." This means that for a man or woman who is "doing time" their whole world must be the inside of the institution. The fastest way to make time pass easily is to pretend that the world outside does not exist and that there is only today. This attitude is the most practical under our present system because there is no tomorrow for an offender. No goal, no hope of anything better, no sense of doing anything other than passing time or outwitting the administration. Offenders and ex-offenders can be productive if given the opportunity and the motivation. They can be productive both inside and outside of our penal institutions. But, like all of us, they must first be motivated.

## Institutional Motivation

How many officials and correctional officers really believe in the practicality of rehabilitative training? How many believe that rehabilitation is possible? How many young, progressive officers and caseworkers are discouraged or inhibited by the attitude of their superiors? How many placement officers would personally hire an ex-offender? The key to any program is the degree of cooperation and acceptance by all concerned. This particularly requires acceptance and cooperation by the penal officials, for no program of rehabilitation will succeed where this cooperation and motivation is lacking either in spirit or in practice.

It is initially difficult for some custodial personnel to accept a complete change of theory and practice, even on a selective basis. One who has been trained in strictly custodial methods naturally accepts and adheres to the theories in which he was trained. However, as Chief Justice Burger recognized, we must now devise and use methods which will be applicable to the twenty-first century.

Those penal officials and custodial personnel who are too inflexible to adapt must be screened out and relegated to the maximum security institutions. For just as the "old cons" and the inmates who are already insitutionalized are psychologically unsuited to a rehabilitative program, so are the correctional and custodial officers and officials who cannot adapt.

The "old style" custodial officer will, like many peace officers, advocate "sweeping the street clean of lawbreakers." However we cannot hold inmates forever, nor can be proceed to the next logical step which would be a genocidal elimination of all lawbreakers in the mode of Nazi Germany. This attitude results in the sabotaging and destruction of any program of rehabilitation. For just as the "old cons" will try to destroy it to show that the "system" can be beaten, the "old hack" will try to destroy it to show that they are vindicated in their view that no offender can be rehabilitated.

The placement and training officers must be motivated to make the system work and must be given the tools with which to complete the job. Otherwise, a program becomes an exercise in futility and a complete waste of time, effort, money, facilities, and emotions. An unmotivated program is worse than no program at all.

A typical example of lack of motivation and cooperation in the activation of a program at the institutional level took place at Federal Correctional Institution, Terminal Island, California. In late 1971 a conference of local business representatives was held to acquaint them with a new program for the training and placement of released ex-offenders. Over one hundred representatives of industrial and business concerns attended the conference, and many indicated a willingness to hire ex-offenders. A placement program was described to them as ready to be implemented, and they were willing to engage in the experiment. A placement officer was appointed out of the custodial staff. His duties were to hold a conference with inmates about to be released and attempt to find jobs for them upon their release. These meetings were held about one week prior to the scheduled release date. The placement officer was given no budget, staff, or statistical information. The institution had a complete dossier on each inmate showing past history, employment, skills, test results and training but these were not made available to the placement officer. He requested this information from the inmates at the time of the conference.

It is little wonder that the inmates soon realized that the program was a facade and mere "window dressing." They became discouraged and stopped attending the meetings when it became evident that the officer did not even have a list of available job opportunities. The officer then became discouraged, and the program became a sham.

A placement officer must be a salesman, and a good salesman must believe in the product which he is selling. A placement officer who would not hire an ex-offender cannot do an effective job in convincing an employer to do so. In most cases a custodial officer cannot achieve this attitude and motivation. It is a job for a professional; trained in personnel problems, screening, and aptitudes, and able to speak to the professional hiring officer on the same level. Placement is a full time job, not merely a fill in for a custodial officer who is ready for retirement.

This type of program requires the same professionalism on the staff and administrative level. The professional placement officer will not succeed if he is deliberately blocked by correctional staff. Again motivation is the key, the institutional staff and administration must want it to work, or it will fall!

Today's inmates will be returned to the streets. The choice of method by which he is placed there is up to the penal authorities. Will he be returned as a productive citizen or as a more skillful criminal, resentful of society and unable to adjust? We must remember that the ex-offender does not require a placement officer to drive him to the point where he returns to a life of crime. The effort and motivation are required to help him keep out of trouble. Those that do not believe in rehabilitation and would not hire an ex-offender should be taken out of the programs. Tell the staff, like the offenders: "If you're not motivated, step down."

## Employer Motivation

The business community pays the greatest part of the immense cost of crime and must be ready to aid in the rehabilitation, training, and placement of ex-offenders as a means of ending this drain.

A part of the one hundred billion dollar a year cost of crime is borne by the business community in unseen costs caused by reserves for pilferage, inventory "shrinkage," taxes, embezzlement, insurance costs, bonding, surveilance, security services, time lost for testifying in court, jury duty, and audits. Every one of these costs add to the price of every article sold, manufactured or purchased.

It is time that the business community awoke to the realization that it must take an active hand in bringing new business methods and efficiency to the field of offender rehabilitation. It is amazing that the scientific and industrial complex that could send an ape into outer space and teach him to send back signals or sent men to the moon and back cannot devise methods to update a system which is operating in much the same way as it was in the time of Emile Zola.

There are indications of this awakening. The National Executives' Council on Crime and Delinquency is made up of key executives of the nation's major corporations who are seriously concerned with the growing crime rate. These executives have already involved their corporations in the placement of ex-inmates of penal institutions. Other programs are available for the bonding and placement of inmates in responsible jobs in conjunction with work furlough programs. Some of the companies involved are: I.B.M., Chrysler Corporation, Sears Roebuck, National Can, National Cash Register Co., Aetna Insurance, and Norris Industries. However, much of this involvement is at the upper executive level and becomes mere "lip service" when it reaches the hiring stage.

A graphic example is the case of Offender X, an executive of a major corporation, who had been imprisoned for several years and released on parole. On his release, he had applied to several companies for a position commensurate to his experience and ability. On every occasion he had been rejected when he disclosed his prison record. No personnel officer was willing to take the responsibility of hiring him even though he was highly qualified and had already "paid his debt to society." Out of desperation, he breached the terms of his parole and falsified an employment application. He stated that he had never been arrested and was immediately hired. He rose to a high corporate staff level position in the corporation and was placed in charge of an entire region's operations. Years later, a routine security check revealed his prior record and the false statement on his application. He was called before the president of the corporation to explain and after his explanation, asked the president, "Would you have hired me?" The president admitted that, as president, he would do so without hesitation, but as a personnel officer, he would have been afraid to take the responsibility. Offender X is still with the company.

This story graphically points out the fact that industry must be the leader in changing the concept of punishment. A man in prison or jail does not pay his debt to society. Imprisonment is a small down payment. The debt continues throughout the ex-offender's life. Some are strong enough to rise above it, to shake off the stigma and overcome the obstacles at any cost. Most, however, are driven, in desperation, to the brink of insanity, by a society which says that they must obey the law and then denies them the jobs, self-respect and opportunity to do so.

An ex-offender who leaves a penal institution with only a suit of clothing and a small amount of money (ten dollars to one hundred dollars), soon is completely frustrated by attempts to readjust. By the time that he has paid the rent and purchased some food, the money is exhausted. Job hunting is a nerve wracking experience to persons without the adjustment problems of an ex-offender. An ex-offender invariably returns to family problems which have intensified during the period of confinement. All of these are amplified by the pressure to "get established" and the fear of returning to the institution. After several weeks of being rejected or given the most menial of jobs, many are driven by desperation to seek the only companions who will accept them, other ex-offenders. An so the cycle begins again. Desperation breeds desperate men and women.

The industrial community can help to solve the problem by recognizing that an ex-offender has paid his price. An ex-offender is, in many cases, more reliable than another because of the fear of parole violation or return. Several insurance companies have recognized this fact and are willing to issue bonds to ex-offenders to facilitate their employment in responsible positions.

Industry can also lead the way in bringing modern technology and methods into the institutions so that the offenders can be taught current skills on modern equipment. T.M. Thompson, chairman of the board of the General American Transportation, and a trustee of the National Council on Crime and Delinquency, states:

> ...in too many prisons men are working on machines that were obsolete when these men were in grade school. If the men working them were released...they would be hard pressed to find such machines in use (Rector, 1972).

Industry can aid in solving this problem by providing "on the job" training programs with placement guarantees upon release.

With the announcement that the federal government has curtailed the funding of the Office of Economic Opportunity and other job training and placement agencies, the burden will fall heavily upon the states and private industry to fill the gap. Government will begin to impose economies and curtail spending, however, every dollar saved in rehabilitation could cost ten or twenty in crime prevention, theft losses, courts, furture prisons. A brush fire is burning, and it will consume our economy unless stopped. Business must do its part, for it is already paying the price of the failure of the existing system of corrections.

## Labor Movement Motivation

The labor movement must recognize that the potential work force of released inmates is not a potential threat to union job security unless it is forced to compete with union labor. Labor bears a large portion of the cost of crime through increased taxes, living cost and job inequities resulting from cutbacks which stem from the employer's increased costs. It must now help to bear some of the responsibility for effecting a partial cure. Milton G. Rector, Executive Director, National Council on Crime and Delinquency, stated:

> Belonging to a union is essential for millions of jobs. Just because a man has performed these jobs only in prison is no reason to deny him a union ticket (Rector, 1972).

Eventually, some enterprising employer will begin to hire nothing but ex-offenders. The idea could spread to an entire industry. What will the union do when it is forced to either recognize the ex-offenders and ask for recognition as their representative at the bargaining table or abandon the industry? Would it not be easier to include a certain number of prison trained men in their apprentice programs? The unions could cooperate in work release programs and, through the hiring hall, assist in placement. Labor must join with management and government to form a team or task force which will help to turn the tide and train productive citizens and dues paying members instead of allowing our custodial institutions to train an entire new generation of gunmen, safecrackers, arsonists, bombers, and con artists.

If an inmate is expected to be motivated to raise his level of productivity, he must have the hope of being able to use his new-found skills. An ex-offender who is denied the opportunity to be employed in a prison-learned trade will have a tendency to revert to the skills which he could perform before entering prison. Or, in the alternative, he will put his skills to work in a "scab" job.

Remember, when the payroll is stolen and the company folds, the union members are the ones who are out of work, not the robbers. The robbers will eat in any event. Outside, by the payroll, if caught, by the taxpayers. Who will pay the laid off members' children?

## Governmental Motivation

Federal, state and local governments will have to reevaluate current policies respecting restrictions placed upon offenders and ex-offenders where these would conflict with or restrict the implementation of the plan or program. California State Senator Nicholas Petris recently stated that:

> Once a man or woman has paid a debt to society, we ought to do everything we can to get him or her back in the mainstream of activity so that the likelihood of repeating the crime out of desperation or resentment is minimized. We spend millions of dollars to provide job training for inmates and then throw that time and money away by closing job opportunities (Shaw, 1972).

These comments were made in support of a measure which would restore the right to vote, hold public office, serve on juries and prevent employers from discriminating against ex-offenders. Such legislation is necessary to thepublic acceptance of rehabilitated ex-offenders.

Many states have more than doubled the number of jobs which require a license. At the same time, many of these same states make a prior conviction grounds for disqualification as a licensee. An ex-offender cannot become motivated to become an automobile mechanic, real estate broker, beautician, barber or other occupation which requires a license when the state makes the fact of conviction disqualify him or her from obtaining the required license. Legislation is needed which would provide for the issuance of licenses in spite of prior convictions where there is no correlation between the crime and the licensed activity. Otherwise the current trend will result in most meaningful jobs being closed to ex-offenders.

And what of the ex-offender who was a licensee and returns to society only to find that the license has been revoked and his or her livelihood taken away? What avenues are open to the lawyer, doctor, stockbroker, dentist, entertainer, broker, barber, or other licensee who knows no other occupation? Where and how do you place these pools of knowledge and experience so that they can again be productive? Or do you deny them any outlet or opportunity and thereby drive them, through desperation or frustration, to the fringes of the law?

An illustration of this result has recently been dramatized in the motion picture "The Lady Sings the Blues" which portrays the tragic life of the late Billie Holiday. There is no doubt the denial of an entertainment license by the New York authorities contributed substantially to her return to drug use and the ultimate waste of a great talent. We must determine where our attempts to protect society result in the creation of newer and greater problems.

And what of the age old games of featherbedding, log rolling, pork barreling and political footballing? Legislators and executives must take the field of rehabilitation and penology out of the political grab bag. Every governmental official cries out for economy, and the penal system is usually the first one to feel the budget slash. However, many of these cuts are not meaningful and result in added expenditures at a later time.

Penology and rehabilitation must have the same tests placed upon them as do private industrial activities. Efficiency and not merely a sham economy must be the goals. Too many institutions are merely the avenue for early retirement of otherwise incompetent personnel. Staff members are paid for work that is actually done by inmates, and in many cases the staff members are incapable of performing the tasks for which they are hired. This inefficiency leads to the creation of secret inmate governments which actually control many institutions. It also leads to further gross inefficiencies by creating a game where otherwise productive talents are wasted in proving that one side or the other can outwit their antagonist.

In spite of loud cries of understaffing, many penal institutions are overstaffed to the point that it becomes ludicrous even to the inmates. One federal minimum security institution had two paid staff members for every three inmates during the fiscal year 1971-72. This was in spite of the fact that at least seventy-five percent of the clerical and eighty-five percent of the physical work was done by inmates. Government must stop making the penal and rehabilitation systems a whipping boy and sincerely join with the business, scientific and labor community and with the offenders themselves to provide a consistant and productive program or rehabilitation and placement together with supportive services, continuing counseling and treatment.

There have been sufficient studies, reports, surveys, debates, and various forms of drum beating on the subject of rehabilitation, training and placement. Studies, symposia and conferences have gone on for years and will continue to yield nothing but rhetoric. The time has come for implementation of a program which utilizes the concerted effort of the entire community. Otherwise, the continuing rate of crime growth will result in a complete breakdown of our governmental structure.

## Recommendations for Achieving Placement and Continuing Career Development

### Suggested Plan for Cooperative Program

Many suggestions have been offered by learned scholars, legislators, penologists, educators, businessmen and law enforcement officials. Very few of these have ever encompassed a cooperative effort between government, law enforcement, business, penologists, behavioral scientists and the offenders. These plans, though theoretically sound, were all doomed to failure due to a lack of understanding of the basic conflicts. When one goes to the zoo he does not see the bars, he sees the monkeys; the monkeys see the bars. One cannot theorize the reception, attitudes, resistance, or conflicts involved. Only offenders themselves can supply this missing gap.

An alternative plan must provide for the use of offender talent and must involve the entry of the business and corporate community into the field of training, placement and rehabilitation to supplement existing facilities. It must do the following.

*Classification and Screening*. Initial provision would be made to provide both psychological and vocational testing, evaluation and counseling. This would determine the receptive and rehabilitatable offender and the suitability of the offender to the occupational programs as well as the future need for psychological and sociological organizations. Such use of contact services would provide a "buffer" between the offender and the institution which would further tend to gain offender cooperation and career goal motivation. Similar programs have met with limited success in the Narcotics Addicts Rehabilitation Act (NARA) format. The limited nature of the success in this area has been the lack of clear cut goals to be provided for the offenders. Fitting the offender to a training and placement program for which he or she is psychologically and vocationally suited would help to provide this goal motivation.

*Training and Career Preparation*. This portion of the program would be designed to provide training in occupations which would offer the offenders an opportunity to compete with the "free world" upon their release. It would involve the correlation between the penal, business, educational and job opportunity and placement agencies, as well as skilled inmate and ex-inmate instructors.

Motivation would be further provided through the use of improved living conditions during the training program and added incentives in the form of "good time" and being able to "earn while you learn." Successful completion of the program must offer a reward and a meaningful opportunity to use the learned skills. Further motivation and goal consciousness could be created by making satisfactory completion of the program an automatic qualification for job release programs. It is axiomatic that satisfactory completion includes a satisfactory conduct and attitude evaluation.

Industry and labor would take a vital part in this program in supplying the necessary means for training in meaningful skills on up-to-date equipment. This participation would also help to insure a high degree of placement success upon the offender's release.

Job Placement and Post-Release Counseling. Job placement should be provided by career specialists in cooperation with industry, labor, and governmental and private job placement agencies. Such career specialists would also have the function of attempting to develop "quality jobs" for outgoing offenders and would help to provide continuing occupational counseling during work release and post-release periods.

Post-release psychological counseling would be continued by the same agency which would have provided contract services during the offender's incarceration. This would provide a continuation of communication and supply a needed "safety valve" for the offender after release. Use of outside contract services would provide several functions. They would separate the psychological and vocational rehabilitation function from the custodial, both from the standpoint of control and in the minds of the offenders. Such separation would enable offenders to continue to avail themselves of the continuing services after release without identifying the agency with the institution per se. Where indicated, post-release counseling would be made a condition of parole, work release or other early release.

Post-Release Financial Assistance. Post-release financial assistance must be provided in conjunction with the other services. This is one of the most important portions of the overall program. An ex-offender who leaves a penal institution with only a suit of clothes and a small amount of money, soon finds him or herself completely frustrated in attempts to readjust. After the rent is paid for the first few days' lodging there is nothing left for food, transportation or other needs. They almost invariably return to family problems which have intensified during their confinement. Out of desperation they are often driven to the same associations and activities which originally led to their arrest.

The most critical period for an ex-offender is the three month period immediately following release. During this period the program should provide aid in securing suitable living quarters, transportation and clothing. Financial assistance could be provided by means of loans or advances which would be repaid by means of wage deductions. Payment of the loans could be made a condition of parole or early release, and this would help to heighten the ex-offender's sense of responsibility for repayment. Such loans would enable the ex-offender to maintain his or her self-respect during the initial critical period without placing them "on the dole" or allowing them to feel that they had "put one over."

As ex-offenders tend to seek out other ex-offenders, it would be natural to utilize career ex-offenders to help with post-release counseling and assistance. This would allow the post-release offender to turn to another ex-offender and be guided to productive rather than destructive goals.

## Conclusion

The problems of placement and continuing career development cannot be approached and solved until the overall problems of motivation, classification, training, and post-release supportive services and counseling have been met. The program must be staffed by motivated individuals who are convinced that rehabilitation is possible. Every effort must be made to motivate the offenders and utilize the potential of offenders and ex-offenders to reach meaningful jobs in which a decent living can be earned. A person cannot become rehabilitated by learning to stuff a mattress or sweep a floor. Nor can a person who is deprived of self-respect and self-confidence be expected to compete for a career opportunity in the open market.

Motivation is the key to success of any endeavor and motivation must be the byword for government, industry, labor, and offenders in providing the means by which the rapidly rising tide of crime is stemmed. The efforts must begin at all levels, in the jails, prisons, juvenile camps, and particularly among the first offenders and rehabilitative repeaters. The program must look to the overall approach and the ultimate goal and not merely to any single factor, because the success of any program of rehabilitation is dependant upon total cooperation and motivation. It is the sum of the various parts, and the absence of any factor will result in continued failure. The choice is ours. A means must be found to control and turn the brushfire of mounting crime, or we will continue to train better criminals and be ultimately consumed.

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# PROCESS

# SYSTEM

# INFORMATION

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## Introduction

In the delivery system model of adult career education in corrections (Ryan, Hatrak, Hinders, Keeney, Oresic, Orrell, & Wells, 1975), the function of processing system information involves determining information needs, collecting and storing data, and analyzing both the real outcomes for clients and the essential contributing elements. This means analyzing what actually is as opposed to the ideal which is described in the previous function.

The papers in this section deal with that part of the processing system information function that focuses on real outcomes of clients. And, who better to discuss actual offender outcomes than three people who happen to be ex-offenders. Drye, Cross, and Houston discuss not only current outcomes of offenders, but also make some suggestions as to needed changes which must take place if offenders are to make a successful transition from life to a free society.

Drye points out that such factors as obsolete training equipment, inadequate wage scales, and inadequate testing and counseling greatly hinder successful career development of most individuals in a corrections setting. Cross describes her personal experiences, and based on these, discusses needed steps to improve real career development outcomes of offenders such as training, improved self-image, pre-release programs, work-release programs, and halfway houses. Houston also discusses the real outcomes from a personal point of view, and then describes a program he feels is very beneficial, the EOP-Ex-Offender Program administered by the California Department of Corrections.

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# PLACEMENT AND CONTINUING CAREER DEVELOPMENT FOR OFFENDERS AND EX-OFFENDERS

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## Introduction

I would like to talk about "Placement and Continuing Career Development for Offenders and Ex-Offenders" from the point of view of someone who has spent 27 months incarcerated in a Federal Correctional Facility. The career needs of people in prison are not very different from those of people in general; they are just aggravated by the fact that the person's prison record keeps following her around wherever she goes; it is really never forgotten.

In spite of this, there is much that can be accomplished. First and most important is the individual's sense of "reality," the reality of knowing who you are, what you are and where you are going; that is, your potential. Secondly comes "caring;" caring for yourself and caring for others.

With these two basic thoughts in mind I would like to consider the different things which interfere with effective placement and continuing career development for offenders and ex-offenders. Let us first look at what happens in the prison itself.

## Obsolete Training Equipment

I found that one of the biggest problems at the institution was obsolete training equipment. The ladies were trained on machinery that is no longer being used in the free world. Consequently, the training really isn't doing them any good in terms of getting and holding a job when they get out. One good example is found in the garment factory, where clothing is made for different institutions. Prisoners make uniforms for hospitals, such as those used by the Veterans Administration, for example. The ladies are being trained on machinery, sewing machines, very different from those used by private manufacturers. What good is the training going to do them? They need updated machinery.

I personally think this is very serious, and I wonder if the people at the institution are really aware of the changes in outside industry.

## Inadequate Wage Scales

The problem of money is critical. Not only are pay scales very low for those actually working in prison industries, but many jobs in the institution are not paid at all. Some people on so called maintenance jobs who receive "meritorious pay" have to work three whole months before they are eligible to receive pay of $5 per month. People on meritorious pay are often in white collar jobs, working in clerical and other office positions. You can only receive a raise every three months. The maximum amount of salary that a "meritorious" paid worker can receive is $25 a month. If your sentence is longer than three years, you are not eligible for even meritorious pay. Therefore, you have people doing work which would command as much as $8,000 or more per year on the outside but who receive nothing or as little as $25 a month while in prison. This does not get people ready for the free world.

I was an Assistant Procurement Clerk at Alderson. My job entailed handling Government Bids. I had to learn procurement from beginning to end. The Procurement Office was involved in some way or other in the entire operation of the institution. Isn't it unfair for people doing that important kind of work to receive first nothing in salary and then only $25 a month?

Why can't they be paid at least what the same prison pays people in prison industry jobs? Why is prison industries' work more highly valued than other equally important jobs in the same institution?

If you don't have anyone from home to send you money it is just unfortunate; there is no way to earn money for some people.

I think salary has a lot to do with how people act, even in prison. How do you expect the average resident coming into an institution to do a job if they are not getting any compensation for it? I suppose this is just human nature. I think the pay scale has a lot to do with how people perform their jobs. I feel that it would be a great help and great step if people, incarcerated because they have broken the law, could be treated as if being in prison is in itself payment for what they have done. Why should they be deprived of everything else? I think that they should be given real pay.

## Tests and Job Placements

I would also like to mention the problem of "tests" and what is done based on tests.

When people come into the institution they go through a series of education tests. Then they sit down with their team to talk about what they want to do and what they would like to become. If this person doesn't have it "on paper," they can't do certain things. I don't think this is right. When you sit down with a person and her I.Q. says she is not capable of performing a certain job, if that person wants to try to do the job we should at least let them. In other words, it is just pure common sense lots of time that is needed in the job. The I.Q. really isn't important. If the person wants to try, then I emphasize again, that she should be given the chance.

## Preparation for Jobs

Most of the women who came into the institution do not have any educational background. They were not involved in programs prior to their coming into the institution. Consequently, they need to be helped from the very beginning, from point zero in some cases.

Most of them do not have work histories or have ever had permanent jobs. So they need to learn responsibility. The lack of a sense of responsibility is one of the main faults of many prisoners.

So when I talk and think about preparing for a job, I mean more than just the job itself. I mean your attitude, your appearance, your responsibility to that job and the things and people around it. And we have to help people develop all of that, and it's not being done.

Let me give you an example. If a person is responsible, she cares about the family, even if, and maybe especially while, she is separated in prison for example. Family emergencies happen, no matter where you happen to be. And yet, unless you have personal money there is no way to get home from most prisons to help out in an emergency. At Alderson we had a small emergency fund. It was for people who may have had a death in the family or illness and they had no means to go home. We collected once a month for that fund. On one occasion we collected $2,500 within two weeks, but, of course, we cannot do this often. If a person has death in the family or illness and she has no means of getting home that certainly affects how she acts, on the job and socially. You may ask, what about the person's family? Why can't they send money? Well, many families are on relief, and they just do not have any money. Also, many women had no family other than the one person who was ill or dying. If they can't go home for real emergencies this affects their morale, and they begin to feel negative about everything.

Let me give you another example. When a person is released from prison she has to accept the responsibility for mailing home all her belongings. For some people, who have been in prison over a period of two years or more this can create quite a problem. Suppose they have only managed to save $50 because of the small pay scales and they would have to pay $20 to mail packages home. What is left? All of this makes people bitter and unable to get ready for what is ahead.

## Special Groups

I would like to say something about prisoners who have difficulty in speaking English. I found that Spanish speaking people in general are often classified as retardees because of lack of skill in English usage. I learned this when I took a George Washington University professor and 30 interns on a tour of the institution. They questioned what programs Alderson had for Spanish speaking women. We were told that they were classified as retardees, simply because they cound't speak English. To me, it seems to be a terrible thing to stick a label of retardant on someone because she can't speak English. Would we be considered retarded if we were in Spain or Mexico or Puerto Rico? There is a real need for staff or volunteers who could help the Spanish speaking people.

Some residents are permitted to assist the instructors. In fact, there have been several who were excellent. But they received only a small pay, if any. This was true in other cases also. In one instance we had a nurse-lab technician who was considered the equal of anyone in a first class hospital. Because of the length of her sentence she could only receive $125 a year as a "bonus." These kind of things can be changed.

## Leisure Time

I would like to comment on what I feel could be improved inside the institution with regard to recreation. And I say this because of the personal contact expressed by the many residents. Bringing in live entertainment from the outside would help. Now Alderson is in an isolated area and maybe that's the problem. But many entertainers, I feel, are interested in performing at prisons, and this should be encouraged. It would help people feel better about themselves and their jobs.

They have quite a few recreation programs to try to make the women feel better about things. They have bicycling, dancing, card playing, soft ball, tennis, and other different programs. But live, named stars coming in and caring would help.

I would like to mention food. It is very important. The food administration at Alderson is very good; they give you the best of foods and a plentiful amount. They aren't always prepared the way we want them, but this could be said also of many public eating facilities.

## Communication

There must be better or more communication with outside. This can be achieved or accomplished by making available mainly the newspaper media from various cities so that one doesn't lose their awareness completely. I would also recommend an updated Law Library. There are many women who desire to become knowledgeable about the status of different jurisdictions, which under the circumstances is only logical.

## Coming Out

We all need at least two things when we get ready to leave a prison. We need money to keep going until we get a job, and, of course, we need that job.

Those who have worked in prison industry, who have been there over a period of years and have some money are among the few "lucky" ones. For example, there are some individuals who have been there for 5 years and are in Grade-1 jobs who will come out with as much as $3,000 or $5,000. But, on the other hand, there are others in Grade-4 jobs who are receiving 19¢ to 21¢ an hour. They have to use their pay to help them meet their personal needs while in prison. They can't save anything, and they will not have any money to carry them. On release, the institution does not give everyone money.

I was told that the maximum amount that the institution can given upon release is $100. Your travel home is paid by the institution, providing, of course, it is by either train or bus. They give you a ticket, no cash. The institution can only give you a cash amount up to $15. In other words, if you would prefer to travel by plane and the cost is in excess of the amount to travel by train or bus you must pay the entire cost.

I also wonder about unemployment compensation. You can work many years in prison, and it may take months to find a job after you are released. The $100 on release, if you get it, won't take you far. Your work in prison doesn't count. How can you feel worthwhile if your work isn't even important enough to get decent pay or unemployment compensation coverage?

Some women have to file income taxes if they are making over $750 a year. Why shouldn't they receive unemployment compensation? When they come out into the street, at least they would have something to hold on to. Most of the women who return to prison say that just couldn't make it. They do not have any money, and they also do not have anybody to turn to. They just couldn't make it. How can we expect them to come out with no money, no job and not get into trouble again?

Something should be set up for people to be interviewed prior to their release so they would be assured of a job. There are a lot of people, I would say two thirds of the people who are released, with no job in sight. They do not have any future, because nothing has been done for them.

Certainly, if there is to be any hope or help we must surround or let them experience the same existences prevalent in outside community.

## Conclusion

So you see, there is still a great deal to be done if people really mean what they say about prisons rehabilitating and helping people. The problems of proper pay and treatment while in prison and placement or continuing education and training on coming out have a great deal of room for improvement.

Rehabilitation must come from the individual's desire to want to rehabilitate, but Society must first plant the seed for that desire by providing the help and facilities so very necessary and essential.

Many good things were happening at Alderson, but without these basic considerations the programs cannot achieve what is really needed--a way to stay out of prison.

# CAREER DEVELOPMENT OF OFFENDERS

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I am happy to be able to share thoughts and feelings with others who want the same thing as myself--improvement in the corrections system. I first became familiar with Adult Career Education in Corrections about one year ago. As an inmate of the Federal Reformatory for Women in Alderson, working for Jim Jones in the Center for Advanced Studies, I learned about the systems approach and the work being done in these seminars. I also learned what a pain it was putting all his seminar materials into notebooks--but I don't think I'll go into that now!

Talking to you on the subject of career development is in one way an unpleasant experience for me--I mean so in the sense that we should have started talking about it when prisons were first found necessary. Action then might have done much to make prisons a real place of rehabilitation and perhaps make prisons in their present state obsolete. I don't mean to say that they haven't changed in many areas, but I'm saying that what is accomplished here, or anywhere, does have a very real effect on institutions and the system, so to speak. I hope that all of us will keep our minds open and constantly thinking on ways to provide offenders not just with the means to career development, but also to provide them with the realization that they want and need career development.

I can think of no better way to qualify that statement than to use myself as an example. I was first incarcerated as a federal boarder at the Kentucky Correctional Institution for Women in a little place called Pewee Valley, Kentucky. It was small in population, ranging from a maximum of 100 to a minimum of 65 women. The facility itself was one building with a small amount of yard space that we could use. As for any programs designed with a vocation or career in mind--they offered a high school equivalency program and secretarial training.

If it hadn't been for my participation in a drug abuse program there, I would surely have died from sheer boredom. I never thought about what I might do when I was released--I never thought about college or the type of career I might be interested in--most likely because no one ever talked about those things. No one, meaning staff and residents, ever really talked about much of anything in that vein. I was never asked about my plans until I sent in my petition for parole. Then I merely stated that I would go back to my family and find a job...period. Well, I did make parole, and seven months later I was sitting in a county jail in Topeka, Kansas waiting to go to Alderson for parole violation.

When I first got to Alderson my reaction was one of terror. I'd never seen anything so big, and never realized so many women could have broken one law or another. I guess it was finally time for bad luck to start changing, since I got the job as teacher aide for Jim and began to realize there were many opportunities for me, if I would just take them. The facility at Alderson is to me far from perfect, but at least there were some things happening there that stimulated me to finally stop and look at where I was, where I was going, and where I wanted to be. So, now I'm a student working toward a degree in Education and Communication Arts. I'm becoming active in community affairs, starting a job as tutorial aide to mentally retarded children next week, and for the first time in my life I feel I can accomplish those things and any others I feel necessary as part of my growth.

I'd like to tell you now about a man, Douglas Patterson, who is an ex-con, an offender. In his own words,

> I was your typical incorrigible kid, and I never was offered any assistance or encouragement to help myself through those young years. When I got to Mansfield Reformatory, it was the same old thing. The other inmates judged you on what crime you had committed. Any new kid who comes in, well, they are the jury, and the more serious the crime, the better you were accepted.

Doug's turning point didn't come in one magic moment--it doesn't happen like that for anyone--but while doing a 90-day stint in the hold there, he said he did some serious thinking about himself and what was happening. He decided he wanted an education and applied to the high school there. He was accepted, and again, in his words, "I think right along in there someplace, a big chance came." Doug's is, if you choose to use these words, a success story, and I wanted to tell you about him because I feel he is an example of an offender who has achieved career development.

Doug now has a master's degree in Corrections, and his first legitimate job was as a teacher in the same prison he came from. He has the distinction of being the first ex-offender to be hired by the State of Ohio, Department of Corrections. Doug is now doing what I hope others will do--help the offender after, perhaps even before, they have experienced prison life. He was recently named Director of Ex-Cons for a Better Society, a Dayton area organization designed to help the offender adjust to community life again, only this time, hopefully, in a positive manner.

I have a great amount of respect for Doug for I feel in a sense that I am following much the same path as he has taken. We both have one important thing in common--there were people who cared about us and helped us channel our energies into something good, somewhat creative, and conducive to living in the community with a certain amount of assurance that we could make it. I had, and still have, needs that any person, any offender, has as far as career development is concerned, and I'd like to talk about those needs.

The offender needs a job, so there is definitely the economic need.

This may require training or higher education. They need to advance in that career, as anyone wishes to advance no matter what they do. And there are two other needs that I feel are very important before anything else can be accomplished: those are the need for an image of yourself that you like, respect, and can accept as truly your own. Also the need to feel comfortable in the community, to feel that you do belong there, like anyone else belongs.

I look back on the image I had of myself just a few short months ago, and I wonder what could have happened to make me feel as miserable with myself as I did then? I really don't have an answer and don't actually feel that it's important anymore, since I don't feel that way any longer. What does bother me about it though, is that I can't put my finger on any one thing that helped me change that attitude.

So, I attribute it to many things together--to the people I worked with so gave so much of themselves, to the job itself that helped me acquire responsibility, and to some of the programs available there, such as college credit courses and counseling training that I could take advantage of to grow, change, and become more of the person I wanted to be. I could never have left that institution and become involved in school or community affairs and feel that I would succeed in my endeavors unless I did have an improved self-image. And don't think anyone else who has been in prison could do it either! For all the bragging that goes on about how together they are, there are many moments of quiet thought about how they really feel about themselves--and their doubts of making it.

There are numerous ways to help offenders achieve career development, some of which may already be established in your particular areas. I'd like to discuss those I know of personally, and share with you my thoughts on what we could do in this area.

I believe we have a responsibility to provide assistance to the offender, only because the offenders, seeing a sincere effort on our part, may realize they have a responsibility to themselves. These responsibilities include programs for effective pre-release. I'm sure there are many here today who are saying we already have pre-release programs, which is admirable, but I'd like to ask just how sincere your efforts are in these programs and how much effort you are putting in to improve or utilize these programs? I guess you could say this is my favorite or number one pet peeve. I think we see it all the time. Whenever there is an organization or bureaucracy, there are programs that look great if you're just walking through or waiting for someone to come in and look around and hopefully pick up a little information that they'll find useful. I'm at the point now where I would rather see no programs at all, than to see programs that are not used, or maybe even no one knows about. So, first of all, if we are going to help offenders achieve career development, we must provide assistance that is timely, meaningful, relevant, and applicable to individual needs and situations.

I think work-release is a great way of achieving for an offender, if it is applicable to your area, and if you place that person in a position that requires responsibility and lends a little appreciation, even pride to the offender. It's good if we find something that is interesting and that the offender may look at as a future career. But if we indiscriminately provided a position for the offender, just so we could say they were a part of the program--a statistic--then I'd say forget the whole thing.

I'm sure that most people who had the opportunity to participate in a work-release program would take anything they could get just as a means to get away from the institution for a while each day. So that's where we have a responsibility to first of all counsel with the prospects and make sure they know the seriousness of such a step and the reward that could come from such an experience. We should find out the person's interests and make a sincere effort to find a position suited to his or her abilities. I feel an effective work-release program is one in which the employees are placed in positions that they find challenging, that they possibly see a future in, that they feel comfortable in, and that is not a waste of your time and theirs.

In an area such as Alderson work-release is practically impossible, and no doubt there are other facilities with the same problem, so we might take community treatment centers or half-way houses into consideration. I've never really had an opportunity to look into them that well, but I do feel personally, that they can be valuable in aiding in the transition from prison to community.

There are many anxieties, some very real, others not so well-founded, that a person goes through when they are about to "hit the streets." Allowing offenders the opportunity to begin that transition from an environment that provides some amount of security, in other words, they do have a roof over their head and perhaps counseling, seems an appropriate step to take. I feel a center such as this could provide a cushion to the shock that sometimes accompanies release from prison. And it can be a very frightening experience, especially if there is no job, no family or friends waiting for you.

The center should be one where people are able to feel a sense of belonging. There they should be able to talk to someone when they feel the need, and of course these people should let them know they are genuinely interested in the conflicts or problems the offender might be experiencing.

A very close friend of mine went to a half-way house, and her first letter to me wasn't filled with exuberance, I thought it would have been. Instead she talked of what a hostile atmosphere there was. I was surprised to read in her letter that the staff there was comprised of ex-offenders, yet she felt no understanding or empathy from any of them. It made me angry and it made me sad, for I feel whoever is in charge of such an agency should feel a responsibility to provide an atmosphere helpful to those people adjusting to a new environment. I feel strongly about that because I see a half-way house as a serious tool where an offender can either go on to really do something with his or her life, or else go right back to prison. A half-way house could provide information on employment and college opportunities, as well as introduce the offender to the many organizations of the community.

I would like to speak now on what I think are some ideas for programs within an institution which require no real community involvement as with such a program as work-release. We could establish pre-release programs that cover other than the standard areas. I mean that, such things as an explanation of birth control for women. I was constantly amazed at how uneducated women were on this subject. And I think we have to be realistic when it comes to something such as that.

A person with children who must work might be very interested in what day care facilities are and the true facts on how they work. I think it would be helpful to teach basics in budgeting money, how to spend wisely and get the most with what you have. An explanation of how to fill out applications for employment and role plays with someone taking the part of employer could be of help. Even filling out tax returns--with no thought of ripping off Uncle Sam, of course. You might include more personal things such as how you appear to others, using video equipment, tape recorders, or whatever you have at your disposal. You might even go into the latest language being used on the streets.

I think all of these would assist the offender in gaining confidence for when they take that big step from incarceration to freedom. We could provide assistance in career planning; perhaps the person you're dealing with has never even held a job--it's very likely. So why not explain the numerous opportunities open, and even those that are just beginning to open to the ex-offender? If and when a person decides they are interested in a particular position, then we should find out if that area is available in their community. Following all of this I think we should then turn to the community.

There are many businesses and organizations that have never thought of hiring the offender. I think if we can begin to dispel many of the myths that seem to follow the offender, we might open up job opportunities that were never before available. I guess I'm the perpetual optimist or something, because I feel that I can walk into someplace and sell myself. I don't think I'd go that far with another person, but I think we can instill enough confidence in a person to at least go and face a person about a job.

I was driving to school the other day, as I do everyday, and I started thinking about pattersn. Every day I drive the same roads to school, even staying in the same lane most of the time. I park in the same spot and walk the same route to each class. I have a particular way of doing almost everything I do, and it gives me a feeling of stability, constancy. Suddenly, it dawned on me that I used to have no feelings such as that. Everything was haphazard or topsy-turvy and there was no order in anything I did, no stability. It seems perfectly natural to me, but a few months ago it was very strange. I feel that a lot of people in prison have that same feeling--insecurity, or whatever you want to call it.

I believe that we can even provide for a measure of stability in the programs we offer just by having set times--days, hours--for our programs and keeping to those as much as possible. Of course, we are all human and have those days when we just aren't exactly in the best mood in the world, when it is important to remember that we can leave that office, building or area and get away from it all. It's a little hard for the person in prison to do unless they don't mind a few extra years for escape! Providing that small amount of "sameness" might help someone else establish patterns of their own.

There is one other thing I'd like to mention, and that is the matter of relationships we establish with offenders. We all need to be professional in our positions--but I feel also that if friendships develop between staff members and residents we shouldn't have to jump back and say it can't happen. Everyone needs companionship and friendship, and perhaps these are the first real relationships a person has developed, be it with a parole officer, correctional officer, or anyone in that area. If it doesn't interfere with the duties and responsibilities of each of you, then I don't see that it can be detrimental. I keep in touch with some of the people I worked with, staff and residents, and I see nothing wrong with it at all--as a matter of fact it helps me to know I'm capable of establishing relationships with people, and has carried over into the community I now live in.

In conclusion, I have three words that I feel sum up what I have said in this paper, if indeed I've said anything at all, and they are:

Sincerity--I feel that whatever phase of career development we are involved in we should approach it with the feeling that we can do something positive, something that will help another human being grow.

Change--Whatever is developed can, and should be improved. We should be in a constant process of change. One statement that I heard long ago has stayed with me, "There is nothing permanent but change," and when working with offenders I think we have to constantly think in terms of the future, the changes that will take place, and try to be ready for them.

Finally, Commitment--I don't think I'll have to say anything on that.

# CAREER DEVELOPMENT OF OFFENDERS

Ronald Houston
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This paper will look at the side of the story of the prisoner, for though I firmly believe in communication through action, I also believe the "action is the blossom of thought."

The question is, what do we do with prisoners? Many people in society could care-less if we just got all the criminals together, put them on a giant rocket, and sent them to the moon. But seeing that this is impossible we are faced with two choices.

Number One: We may continue to separate the offenders of today for society's protection, and hope that time and fear will cure the offender.

Number Two: We can implement a qualitative program based on the concepts and ideas expressed throughout the seminars. I'm sure most of us who know the recidivism statistics will agree that it's not the quantity of time served, but the quality of time served that makes today's offender into tomorrow's responsible citizen. So if we seriously want to deal with so-called "Rehabilitation" we've got to develop and implement a qualitative program that will allow time to serve the inmate, and stop forcing the inmate to serve time when we take these steps, we can begin to call the department, the department of corrections. In prison we call it what it is: the department of corruptions, because there is more corrupting than correcting.

## Rehabilitation

To put things in perspective, let me briefly tell you about myself in relation to the programs for "Rehabilitation." I am 25 years old. With the exception of one or two months I have been on probation, parole, or incarcerated for the past 13 years.

In December, 1964, I was sent to a youth rehabilitation camp. There I served seven months, the board declared me rehabilitated, and I was released.

Five months later, I was arrested and sent to Youth Training School where I learned a trade. After one year, I was rehabilitated and released.

Three months later, I was arrested, and after servind several local jail sentences, including one year, I was rehabilitated and released.

Seventeen days after being released, I was arrested for a felony.

I was 19. I was sent to prison and served about 2½ years in various institutions. I was once again rehabilitated and released.

Sixteen months later, I was violated (sic) and after serving fifteen months, I was rehabilitated and released. This happened six months ago.

So I cite my past record to show that I've had many doses of rehabilitation. However, something was missing. I was taught school (sic), but I didn't get an education. I learned a trade but couldn't get a job.

## A Self-Image

The most important element in rehabilitation is one's Self-Image. It is a fact that most convicts have low self images. In order to begin to apply academic education or a vocational trade, the inmate's picture of self must be changed from failure to success.

The whole process of getting caught breaking the law by the police, going to jail, unable to raise bail, being found guilty, denied probation and sent to prison are all a sequence of failures. These failures solidify into one's character, and a person becomes trapped in failure.

I feel that this same process should be used to change the Self Image. By making freedom the main goal, you give the convict motivation. For example, if an inmate is in a maximum or medium security institution and he decides that he wants to become a welder, teach him basic welding at that institution. If he succeeds and learns basic welding, let him transfer to a minimum facility for advance welding. Give the inmate something to strive for. Once he has mastered the trade, transfer him to a work release program and so on. These steps will keep a convict looking forward to success, not looking back toward failure.

I also recommend that psychocybernetics be used as a guide toward establishing a successful Self-Image. Keep the inmate striving toward a goal while he is in prison, and also when he is released, and make him aware of this process.

## Getting A Job

In order to attain (sic) a worthwhile job, an offender must have a trade that is useful and up to date with the outside world. The offender must learn a skill that is in demand seeing that a convict is the last hired and first fired. In this highly technological society, with things so rapidly changing, you've got to be equipped with the latest skills if you want to attain a job.

In order to maintain a job, it is mandatory that you select the right trade to fit your interests.

I suggest that the Guidance Centers set up a program to determine where the inmate's interests lie. In order to be effective, you are gonna (sic) have to eliminate some of the useless trades and replace them with up to date trades. It is mandatory that the amount of useful trades be expanded.

Once an offender has selected a trade and is being taught the trade, the State should pay him a minimum wage while he learns the trade. The reason for this is because most convicts have no money and must rely on people outside to provide financial assistance. It is very frustrating to have to ask your people (who are having a hard time outside) for money. This is a blow to your Self Image because most convicts are independent. If you don't ask the people outside for money, and you don't have money in your account, you fall easy prey to the prison's paying jobs. Those jobs pay you 13 cents an hour to make prison clothing, shoes, and license plates. Other paying jobs are maintenance jobs and kitchen related work. Many prisoners go to prison camps to fight fires for money. So I feel that the offender learning a trade should be paid if he is doing satisfactory, so that he can meet his financial needs while he is learning his trade.

Communications. I feel that trade instructors should keep close contact with the outside trades, and keep up with the latest tools and techniques. It is essential that the instructor of a trade communicate with businesses and businessmen to close the gap between the institution and the streets. These business representatives should be encouraged to lecture the inmates, and give their views on the significance of the trade. These business representatives should also be encouraged to offer jobs and assistance to the inmates that are seriously seeking a career in the trade.

One last comment about getting a job. I feel that it is time to do something with the stigma "ex-convict." Every time we try to get a job, we are questioned about our status of "ex-convict." I feel that too much emphasis is being placed on what you did, and not enough emphasis on what you can do. There is just no use learning a trade if you can't utilize your skills on the outside.

## Fitting Into The Community

It is a giant step to take from the Penitentiary back to society after you've been away from society for a few years. It's a brand new experience. When I was released after serving 2½ years, I had to meet my whole family over again, because people change.

The first three or four weeks can determine whether the offender can make it or not. If the man doesn't stand for something, he will fall for anything.

Many men come out into society from prison with the intent to make up for lost time. If a man doesn't have a program (that is a job or educational program) he can fall easy prey to old friends and associates.

It is very important that upon release an inmate has a job, or is in school. The parole officers should assist the parolee in this task. A parolee needs financial assistance if he is not being released from a work furlough program. But the best way to be fitted back into the community is through the work furlough program.

## Being Able to Advance in a Career

In order to advance in a career, you will need help from society. If the offender is striving in his trade and has advanced his skills, the only thing that he must worry about is that "ex-convict" label he has on his file. With the help of the parole officers and probation officers, perhaps a new policy can be initiated. After paying for his crime, an inmate shouldn't be double jeopardized by society by discriminating against him because of what he has done.

## Ex-Offender Program

### Introduction

Ex-Convicts are released daily and are faced with a great many problems of adjustment. There are numerous programs which are directed toward working with this problem: They are organized around the goal of creating a "Model Citizen" from the societal outcast. The efforts are somewhat successful in acquiring jobs for the ex-convict and reducing the possibility of recidivism.

The desires and goals of our program differ from the traditional method of dealing with the problems of ex-convicts. Instead of waiting for the release day to start efforts of rehabilitation, we propose here to reach into the various County Jail, Honor Camps, and Youth Authorities facilities, as well as State Prisons, to create and promote college education as a means of self improvement, rehabilitation and social adjustment.

The actual CAUSES of crimes and imprisonment revolve around the social factors of our environment (i.e., family, employment, housing). It is especially true with minorities, that social disadvantages and socioeconomic deprivations are usually the dominant factors which cause the individual's confrontation with society's norms and values. Although minorities place a high value on attaining education, they are not able to achieve their educational goals because of many factors. Many inmates have been unable to even complete high school, much less plan for college. Working with parolees and inmates has dramatized the fact that many persons in prisons have more than an adequate intelligence. Kolodney and Associates (1970) present evidence to this fact.

Nationally, community and government objectives are to provide the means for the underprivileged and misguided to understand their surroundings and deal with the system in which they must survive. Because of the strategic place which it occupies, education is recognized as a most viable institution for promoting opportunity along any avenue of endeavor. Realizing that today's job market, of crucial interest to all, is making increasing demands upon educational attainment, college education can serve as a valuable tool with which the ex-convict can deal with personal needs and desires as well as with society's demands. Economic, social, political and population changes present a never-ending challenge for the average person to comprehend with (sic). The Ex-convicts are faced with even more problems which emanate from the social stigma of being a criminal which follows them the rest of their lives. Education can and must provide interested inmates with the tools with which they can rehabilitate themselves by constructively dealing with their own desires for self-determination.

In cooperation with local agencies, a program dealing with college education for ex-convicts can begin to deal with the problems of negative and polarized feelings on the part of the ex-convict. It can promote needed understanding for the role and function of these agencies and promote program improvements which can be beneficial to both the elements. If anything, this program facilitates a deeper understanding of the problems and functions of the ex-convict as well as involving and promoting concern in the area of crime and the ex-convict.

## Historical Background of the Program

The EOP Ex-Offender Program (formally, College As A Parole Plans) was designed and made functional by men and women who have been released from the California Department of Corrections and various Honor Camps and County Jail facilities on a local level. This program has been in effect for the past six years, during which time it has evolved into a productive, on-going endeavor.

This program seeks to build upon the experience of the past six years during which time selected parolee's have been placed at San Diego State University and other state colleges elsewhere in California through the Educational Opportunities Program. Our general objectives are:

A. To make college available as alternative to parole or to permit realistic parole plans to those with educational programs.

B. To stimulate the enchancement of in-prison educational programs.

C. To increase the understanding of crime and the ex-offender on the part of college faculties and students.

D. To make available to parolees the financial aids available to any California citizen who is deemed to be educationally deprived.

This program is carried out by the ex-offenders with the assistance of the San Diego State University administration and staff in conjunction with the staff of the Educational Opportunities Program. The program is under the direction of participating ex-offenders presently administering the EOP Ex-Offender Program at San Diego State University.

## How the EOP Ex-Offender Program Functions

The initial procedure for admitting an ex-offender into the program is based largely upon actual interview situations taking place while the individual is still incarcerated within the California Department of Corrections. These interviews are conducted by responsible ex-offenders presently participating in the program. All criminal and academic information deemed pertinent to the individual being considered is made available to the interviewer.

After being screened by a peer group, applications and informational packets are distributed which define the operations of the EOP Ex-Offender program. Applications are then received and processed at the office of the Ex-Offender Program located at San Diego State University EOP Program. After this, extensive correspondence becomes the primary method of communication due to the incarcerated status of the individual.

Upon release the ex-offender who is a potential student is required to report directly to the San Diego Division Parole Office (the sanctioning agency of the program), after which he/she is received by participating student ex-offenders in the program, an orientation is conducted, and all on-campus facilities are made available to assist with a successful transition period.

## Present Endeavors With Other Colleges and Universities

The EOP Ex-Offender Program has planned, proposed or implemented similar programs at various other California State Universities and Colleges and maintaining a consultant status with all otherstate colleges and universities now admitting ex-offenders to their campus.

If one assumes that rehabilitation for the ex-offenders should include (1) developing the potential of the individual, and (2) providing training for living in a new situation, then educational intervention becomes an essential consideration.

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# ASSESS NEEDS FOR CAREER EDUCATION

# (3.0)

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## Introduction

Assessing needs is the process of comparing what is with what should be. In other words, needs are the differences or discrepancies between the real and the ideal. This is a vital step in developing a delivery system of adult career education in corrections for unless an accurate needs assessment is made that identifies the real needs of offenders and the system, programs cannot be developed which truly focus on meeting actual needs. An accurate needs assessment provides the basis for developing goals for an adult career education in corrections program. In the Model of Adult Career Education in Corrections (Ryan, Hatrak, Hinders, Keeney, Oresic, Orrell, & Wells, 1975), goal development occurs once the needs assessment is accomplished. Thus, an accurate, true needs assessment provides the data which determine the direction the program will take.

There are two kinds of needs which must be assessed: client needs and system element needs. The elements are: community, locale, climate, staff, finances, hardware/software, and programs. While both types are equally important, the papers included here are concerned with client needs. Brinkman, in New Directions in Corrections, introduces the subject by emphasizing the need to listen more to clients when attempting to determine client needs. Brinkman questions whether a white, middle class, Protestant culture can develop effective educational systems for a prison population without significant client input. Michael, in Developing Motivation for Learning, discusses a basic client need, that of motivation. He offers suggestions on how to develop motivation for learning on the part of clients, including what the staff and the programs must do to achieve this end.

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# NEW DIRECTIONS IN CORRECTIONS

Gervase Brinkman
Illinois State Penitentiary
Joliet, Illinois

Some time ago there was trouble at the prison in Joliet. We spent Monday night moving twenty-five men from one tier to another tier. It was a long night. It began at 6:15 p.m. with a telephone call: "We must move some men from their cells. Can you come?" There is a directive in the Illinois Department of Corrections that no man in our Special Program Unit can be moved unless a doctor and a chaplain are present.

I was there at 6:30 p.m. The transfers did not begin till about 10:00 p.m. You should have seen the preparations. Everybody knew what was in store for them. These were men who didn't intend to be moved. They had weapons in their cells--metal bars, knives, improvised water bombs. They did not intend to come out without a fight. To meet this force, preparations included wooden shields to be placed in front of the cells, plastic shields to be used by officers as they walked into the cells, a tear gas gun, and gas masks.

About 10:00 p.m. the officers began to move into the cell block. There was a tenuous hope that the men might consent to move without a fight. My experience contradicted this. I had gone in during the three or four hours we were waiting and had a talk with some of the men. I told them: "Look, you know you're going to get gassed if you don't move willingly. Can't you do it without a fight?" The answer: "Absolutely not! They'll have to take us. That's the way we want it."

The operation was always the same. The officers moved to the designated cell. A wooden shield was placed in front of that cell and wooden shields were placed in front of the two adjacent cells so that no weapons could be used. Then the Director of the Adult Division talked to the man to be moved: "We have orders to move you from one cell to another. Will you come peacefully?" Sometimes the answer was "No." At other times it was a banging on the wooden shields with the home-made weapons. Then the second stage. The question was repeated: "Will you come out peacefully? If not, we will be obliged to put gas into the cell." The answer in all cases was the same: "No." A .25 calibre gas shell was exploded inside the cell. I was 30 feet away and my eyes began to water. But some of those men took two, three and more gas shells before they came out.

When the man was brought out of the cell, he was led to the end of the gallery. Something like the United States Army; fight but try immediately to repair any damage. This is what happened here. The man was led to the end of the gallery. The doctor was there. He washed out the man's eyes, gave him any medication necessary and examined him before he was locked into his new cell. Do you know how long it took to move twenty-three men? Would you like to guess? It took from 10:00 p.m. at night until 4:30 a.m. the next morning.

Out of that long night came a few of the thoughts I would like to share with you this evening. A first thought I would like to share, and I consider it a new direction in corrections, is one we sometimes think we have and too often do not have. That basic direction is crystalized in the one word: "listen."

## Listen

I have reservations concerning the efficacy of an educational system in corrections conceived and developed by a middle-class, white, Protestant culture. I do not believe it is realistically functional. I think an educational system, particularly in corrections, must listen to the people who are to be involved in it. So I say to you that, unless you observe the direction to "listen," and unless you "listen" with all your hearts, and listen beyond the words which are spoken, you will never, never have a top educational system in the correctional departments of this country.

I heard things that night. For example, there was a man I liked very much. We had always gotten along well. As he was dragged out of his cell and as I was pouring cold water on his eyes, he said: "Get your god-damned mother fuckin' white hands off my face," and he spit at my feet. He wasn't yelling at me. I saw him the next day. He was yelling at a system from which, perhaps by his own choosing, he considered himself alienated. I saw another man come out, and they were using the ordinary chain system to lead him: hands cuffed in front and a chain going between his legs. He turned to the officer holding the chain and said: "Get away from me. I'm a man not a slave." I saw a man that had nine (nine!) gas pellets fired into his cell. He came out walking and as he walked down the gallery, he was raising his fists and screaming: "Stone love...Stone love...Stone love." In a world against him, his only hope was solidarity with the P Stone Nation. That to him was reality.

On the other side, I listened to administrators and officers--and they were men of good will. Believe me, men of good will. They were shaking their heads and whispering to one another: "How can we serve these men?" "What can we do?" "Where does it all end?" Or, as one man expressed it: "How can we erase all this and make a new beginning?" Another voiced a disgusted concern: "We've broken our asses to do what we can for them. This is the way they act. What can we do now?" And running through the comments of that night: "Why are they fighting? When they see what is going to happen to them, why do they insist on being gassed?"

Somehow, let us come to the realization that what was irrational behavior to us was rational behavior to them. These men are not psychotics. Believe me. One of the men brought out that night was a man I had asked for to work in my office and I am pretty choosy. Another was a man whose sensitive paintings were exhibited and sold at our recent art show. A third was a man whose ambition is to become a doctor and who is currently studying biology. So I say, no educational system in corrections can be successful until we first listen.

Probably the largest group of blacks in the Illinois Prison System belong to an organization known as the P Stone Nation. A letter was written recently by the Prince of the P Stone Nation, a man now in Cook County Jail charged with murder. The letter referred to a disturbance which took place in our prison at Pontiac where members of two rival gangs fought one another. Here is part of what he wrote from the county jail:

> We want the people to decide if Pontiac is the breeding spot of youth gangs in rebellion; that what happened recently involving conflict between so-called gang rivalry resulting in injury to officials and inmates was because of repulsive conditions and lack of communications. Or if it is based on the unreasonable assumption that all youth hate each other and just automatically fight. Or could it not be this, that they had nothing of constructive value to which they can relate; to which they can put their minds and direct their energies - to the exploration and accumulation of knowledge. And the desire to better their own lives in prison and on the outside?
>
> It is with this concern that I set forth this proposal: I ask that there be established a realistic and a meaningful constructive program and rapport between the inmate body and the institutional officials in order that all can be represented.

Another officer in the organization, who helped work on the statement, described it as marking a new direction for the Nation--to establish rapport rather than engage in violence. Representatives of the P Stone Nation in prison at Joliet developed that one phrase: "establishing a realistic and meaningful constructive program," into the following educational proposals:

1. (You educators will love to hear this) that education be given top priority at all levels in all correctional institutions.

2. That vocational trades related to the building trades be amplified.

3. That other vocational trades be instituted in a meaningful and practical manner to be used for future employment. Typewriter repair, business machine repair. And that theory classes to correspond to these practical classes be instituted.

4. That we do not orient all high school courses towards a GED diploma.

5. That a program be instituted to allow professional educators to bring professional studies to the general inmate body.

These incidents are related not for your approval or disapproval. These proposals are cited not for your agreement or disagreement. They have but one purpose, in the fulfillment of which many other incidents and many other proposals could have been given. That purpose is to stress, in our search for new directions in corrections, that always and everywhere, with all our minds and with all our hearts, we must *listen*. And perhaps that is *the* basic direction corrections must take.

## Listen

I submit that following this basic direction may lead to some or all of the following results. We might call them corollaries of the listening process.

1. *Humanization by reducing the size of the institutions*. Here in Illinois, we have an institution with a population exceeding two thousand men. Depersonalization is a part of all human existence. But ordinarily this depersonalization is a temporary expedient. Let me demonstrate. Have you ever been to a hospital? If so, it is quite possible you were the gall bladder in Room 304 or the Appendectomy in Room 618. But the depersonalization ended when you left the hospital. Or, you brought your car into a garage to be fixed. For the few hours the car was in the garage, you might have been the smashed rear fender; but it was Mr. Smith who drove the car from the garage.

Not so with the man entering our large institution. Before he arrives, the word goes out that a "fish" is coming in. When he arrives, he is stripped of his clothing, given a pair of tan coveralls which will later be changed into a pair of blue denim trousers and a blue shirt, and assigned a *number* which thereafter, till the day he leaves the institution, will be the one mark distinguishing him from all other men. A man asks you to call him to your office: "What is your number?" Numerology supersedes personality. From the day they walk in to the day they walk out.

This is only a symbol of the depersonalization, the dehumanization which frustrates residents and administration alike in the over-sized institutions still too prevalent today. A necessary new direction, recognized but far from accomplished, is the insistence on smaller institutions.

2. *Humanization reflected in prison architecture*. We are no longer so blatent as to place over the portals of our prisons, as was done in one case at the turn of the century: "Abandon hope all ye who enter here," but many prisons in use today still reflect the spirit of almost irrevocable separation from society. A new direction in corrections must be the very architecture of the buildings which house the men and women who are temporarily separated from the majority of society. Let

them express the "good-bye," if you will, which the community is saying temporarily, but let them also express the "hello" which the community will hopefully extend after the enforced separation.

3. The use of ex-prisoners in our correctional process. I have worked with men in prison for 24 years, yet know less about prisoners today than a man who has "done time" for a year. Do you think you know more? These men are with one another 24 hours a day. Living together. Knowing one another's values or lack of them. Being in a cell together for many hours each day. We do not know them as they know one another. It may be necessary in some cases to change legislation in order to hire ex-offenders, but the effort to do so will be worthwhile and is a necessary direction in which our corrections must increasingly move.

4. Greater emphasis on group counseling. Criminality is not an individual process. Criminality is a group phenomenon. Doctor Mailloux, a psychiatrist hired by the Canadian Department of Corrections, has formulated what he calls the "two-fold circle." In a very simplified version, there is first the circle of rejection. It starts when a child is of pre-school age. He is rejected in some way by his parents as compared with the other children in the family. He is looked upon as a problem. As the child goes to school, word somehow gets to the teacher and there is a teacher rejection. The teacher consciously or sub-consciously conveys her opinion to members of the class and they reject the youngsters. So it goes through the years. It is the contention of Dr. Mailloux that the majority of the men in our institutions have gone through this circle of rejection. In his theory the cure for criminality is to have a reverse circle, the circle of acceptance. This is not done by individual counseling. It is done in a group because a man lives and functions as part of a group and was rejected by a group. He must now be accepted by a group. First in the prison. Then, as he goes out on parole, he must be accepted by his employer and fellow employees and by the people among whom he lives. Doctor Mailloux carried his theory so far as to say that full rehabilitation, if you want to use that word or, resocialization is never completely realized until the man is accepted by his parents - not as a problem but as a person. In line with the idea of irresponsibility to a group and responsibility to a group, corrections will increasingly stress the use of group sessions, transactional analysis, drug counseling, self-help groups.

5. Total staff involvement. A new direction in corrections must definitely be a greater involvement of total staff in planning, in treatment, and in evaluation. Too often the various elements of our correctional institutions work in little departmentalized vacuums. The educator doesn't know what the chaplain is doing, the chaplain doesn't know what the counselor is doing, and so on. Every one seems to be so involved with his own particular job that he does not seem capable of seeing it as just one part of an integrated whole. This is wrong and this is self-defeating. What do we want to give the men in our institutions? LIFE. And life is not fragmented. The correctional department of today must not be fragmented but must work as an integrated system with the right hand not only knowing what the left hand is doing but helping him to do it.

6. Differential treatment. Too long has been a shibboleth of correctional administration that "we treat everybody alike." This is contrary to the fundamental postulate of each man's uniqueness. Man is different one from one another. I am not like you and you can say with gratitude that you are not like me. Placing all men into a mold of equalized conformity may produce a temporary state of euphoric apathy, but is always damaging to the men placed into the mold. The time may come and indeed may be upon us when the men inside the mold struggle, even with violence, to break out. The correctional process must start with "where a man is" and from that point develop strengths and eliminate weaknesses. Someone must take leadership in this. Perhaps you, who are pledged to improve correctional education, may lead the way.

## Listen

In this brief survey I have listed a few (only listed and only a few) of the new directions attentive listening postulates for corrections. I would like to emphasize as a parting reflection that time seems to be running short. I would never have thought 10 years ago we would be having the trouble in Illinois we are having today. And I don't think Illinois is having the trouble other states are having. But I still say time seems to be running short. We must move and move fast. Or else we will find the movement taken out of our hands; taken out of our hands and placed in other hands. We have a tremendous opportunity and we have a great responsibility. I hope we will grasp the opportunity. And I hope we will fulfill the deriative definition of the word "responsibility." It means "able to respond." May we be able to respond to the challenge which corrections give us today.

# DEVELOPING MOTIVATION FOR LEARNING

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A dilemma which faces correctional educators is implicit in the title of this paper. The inmates with whom they work have been diagnosed as needing to learn something. It has been predicted that the rehabilitation of these inmates can be facilitated through education and vocational training. This prediction is based upon a fact correctional educators not only know but have helped to establish. Further, they know that the motivated learner learns more readily than one who is not motivated--if indeed the unmotivated learn anything at all beyond rudimentary things. And lastly, they know that motives arise within each person, constituting expressions of his human nature and of his uniqueness. Thus, they know full well that despite the commonness of the plea, people cannot be motivated by others. Rather, a person's motives may be discovered, uncovered, revealed and followed to the satisfaction of the need which their emergence represents. Nonetheless, the responsibility for bringing about learning in inmates rests upon correctional educators.

"Bringing about learning" is quite different from "achieving program participation." We continue to be confused about these two things; doubtless it is due, in part, to the explicit demands for compliance with the system which the system makes upon its clients. One very explicit demand is for participation in the program. It is demanded of those who "run" the system--the teaching and supervisory personnel of each prison, as well as of the central administrative staff--and of the clients, that is, the inmates. Moreover, participation is much easier to gauge than is learning. Finally, teachers typically, perhaps even more so in correctional institutions, prefer the submissive student to the creative learner. The sanctions of the system are such that the student soon learns his appropriate role--participation--is rewarded for it and in turn, rewards the teachers by appearing to be successful in school. This gaming helps no one.

Surely, there should be little excuse for correctional educators to be so engaged in the school game. Inmates do not need to play at being students or trainees; staff do not need to play at being teachers. The diagnostic process has concluded in the judgment that inmates need to be students and trainees; thus staff members need to be teachers. Eric Berne has well publicized the Games People Play and George Bach points out that the achievement of authentic encounters, that is the development of productive human relationships occurs when the game level is transcended and person-to-person conditions of trust and affirmation are established. In other words, when people take roles--performing the necessary functions of them--rather than when people place roles--performing the customary or stereotyped behaviors associated with the role--is when significance is achieved in all human relationships.

To be teachers, correctional educators must discover the motivations of inmates and build treatment-potent programs of training and education in terms of them. In so doing, it will be necessary to acknowledge some hard facts about institutional and personal conditions likely to be true:

1. If institutional diagnoses are correctly performed, a substantial portion of inmates assigned for education and vocational training will be hostile at worst, and impervious, at best, to the very idea of education and training. They may not reveal such feelings if it is not thought "safe" to do so.

2. These inmates, as well as those others assigned who are or who appear to be enthusiastic about education, typically will have had few successful school experiences and will manifest considerable educational retardation when achievement is considered in relation to ability, aptitude, and years of schooling completed.

3. Inmates enrolled in school and vocational training programs will be constantly exposed to the negative influences of their peers and of those members of the staff who are resentful of or dubious about the success of inmate treatment programs.

4. Few staff members will have been prepared by their experience to perform appropriately to contemporary knowledge of motivation. Nor will the correctional educator have been trained to conduct education and training programs necessarily novel in conception and pioneering in their implementation.

The positively- or highly-motivated learner poses little difficulties for the teacher or trainer; in fact, he often makes such implicit demands of the teacher as to define the effective teaching role. Therefore, attention will be focused in the remainder of this paper on the student who is negatively- or poorly-motivated. The inmate student has not been the subject of much research; much of the information presented here thus has been generalized from other studies of school learning. Nonetheless, some of our work at the Center for Correctional Education corroborates these borrowings from investigations of other schools and affirms our belief in their application to correctional settings.

What then are the significant motivational circumstances of these poorly-motivated inmates, and what are the suggestions that emerge for the conduct of education and vocational training programs? First, poorly-motivated students dislike school and their distaste for education is actively expressed if they are permitted to do so. They tend to believe that most people don't want to go to school, that some teachers enjoy making students suffer, that "apple-polishers" get good grades even if they make mistakes, that school is not all it's cracked up to be, and so on. These people do not hold teachers in very high esteem, whether because of their experience in school or vice-versa is unclear, but it is clear that their negativism is anxiety producing in themselves and in teachers. The double-bind for anxious people comes from the fact that they are anxious about some need satisfaction, but the anxiety causes them to distort their behavior and make satisfaction even less likely.

A second characteristic of poorly-motivated students is that they are disillusioned about their own capacities, lack confidence in themselves, and tend to believe that things are predetermined for them, regardless of what they do. This is especially true as we examine those dimensions of the self-concept that involve being a successful student, a learner. What is being said here is simply that a history of school failure has been influential in shaping the picture the inmate has of himself. Of course, now that picture shapes his behavior and, in a sense, draws the picture more completely.

Thirdly, poorly-motivated students are unhappy and pretty negative in their social outlook. They tend to be downhearted, pessimistic, and preoccupied by all the discouraging aspects of their development. They believe the world is a lonesome place. They are alienated. They doubt that many people really kind or joyous.

A fourth quality of poorly-motivated students is their dogmatic closed-mindedness. Essentially they are resistant to change and unwilling to experiment with new ideas. They seldom possess any burning desire to know the truth. To adapt to change is behavior foreign to them.

Finally, poorly-motivated students are thing-oriented, concerned about the specific and material aspects of life and little interested in the subjective and esthetic dimensions of experiencing. They tend to depreciate feelings and to believe that familiarity breeds contempt; psychological distance is to be desired more than closeness.

Such then, briefly described, are some salient characteristics of the poorly-motivated student. It should be remembered that these are tendencies and group characteristics; a particular person may depart considerably from this suggested profile. One can expect him to be as described here but may be willing to find him different in important ways.

Some things can influence how motivation develops, changes, and finds expression. Omitting from description here those elements over which the institution has little or no control--e.g., the family environment, the rate of motivational development, the sex roles. Focusing instead on factors which can be school-influenced it can be noted that:

1. Self-concept affects instruction. Persons who hold themselves in low esteem tend to be underachievers.

2. Vocational interests and choices tend to be made in terms of a satisfaction of personality needs assumed to be forthcoming in a particular job role.

3. Persons who feel a sense of involvement, are active participants in the planning of events affecting them, and who believe they can exert influence on relevant issues will more likely be positive in their attitudes toward learning.

4. A salient interpersonal-need of a particular person may have such potency as to restrict his effectiveness in other involvements until that satisfaction is achieved. An example of this is found in the case of the inmate whose need to control others is so profound that other activities of the classroom of the teacher go unheeded until he is certain that others defer to him. Until this is established, he examines every other group dynamic for its relevance to this great need.

In light of the foregoing, how may correctional education programs be conducted so as to maximize the release of motivations conducive to learning and to minimize or reduce negative influence? First, acknowledge what Frymier (1965) asserts to be an implicit connection between the level of motivation and the extent of classroom structure: the amount of structure should vary directly with the degree of student motivation. The greater the motivation, the greater the structure. The less the motivation, the less the structure. In other words, until pupil motivation emerges clearly and strongly, fewer demands from the teacher will facilitate the learner's discovery of his real purposes. When this occurs, the felt purposes will "require" a structuring of processes to seek and achieve them.

Second, personalize teaching. Cast off the tired garments of conventional roleplaying. Stop acting like a teacher and begin instead to teach. Be honest in your relationships, be genuine in your encounters. Be yourself while performing the necessary, not the imformative, functions of teaching. The trust and affirmation that will develop in relationships so predicated will enhance, not impede, the teaching-learning process.

Third, involve the students in the structuring, the goal-planning, the determining of evaluation criteria, and the outlining of sequence and timing. As in effect, as long as you're going to be here, what will make it worthwhile for you?

Fourth, push for as much concretia as can be achieved and avoid abstractions. This is as necessary for the dialogue of the classroom as for the events of learning. Talk must be as real, as precise, and as solid as it can be.

Fifth, package the program into short, end-discernible portions. Challenge the assumptions about necessarily related or necessarily integrated materials and ideas. Be open to shifts of attention and effort.

Sixth, accept the realities of inmate hostility, resistance, and histories of failure. To accept the inmates does not mean one approves of them, and approval is less important than acceptance.

If institutional programs of education and vocational training can be predicated upon these injunctions, it is entirely probably that correctional education will soon replace prison schooling. In that event, it will be worth something to society to support this enterprise and it will matter to inmates that they are part of it.

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# DEFINE/DEVELOP GOALS/SUBGOALS/ OBJECTIVES

## (4.0)

## Introduction

Goals, subgoals, and objectives are at the core of a delivery system of adult career education in corrections. Without relevant, clearly stated goals, a program is doomed to failure. Goals refer to the desired ultimate outcomes. Subgoals are components of goals and refer to program needs in relation to client needs. Also, whereas goals may be somewhat universal in nature, subgoals are more specific and refer to a particular corrections setting. Objectives define what an individual will be like after having completed a learning experience. Like subgoals, objectives refer to the specific setting. The Model of Adult Career Education in Corrections (Ryan, Hatrak, Hinders, Keeney, Oresic, Orrell, & Wells, 1975) fully explains and defines the procedures involved in developing goals, subgoals, and objectives for an adult career education program in a corrections setting.

An Opportunity for Positive Change in Corrections by T. A. Ryan presents the historical antecedents of corrections philosophy and practices, then gives a recipe for change which emphasizes the goal setting function. In Ryan's words, goal setting is the "heart of the system." Hill follows Ryan and points out the need for increased awareness when setting goals. Hill suggests that perhaps too many staff and clients are setting unrealistic and unattainable goals. There is a need to be more aware of the real life environment in relation to one's self, and educators must be able to help clients set realistic goals for themselves.

The last paper concerned with defining and developing goals, subgoals, and objectives is more specific than those of Ryan and Hill regarding actual adult career education goals for corrections. At a national work conference (Ryan, 1972) various task groups developed major adult career education goals for corrections settings. The results of their efforts are presented in Adult Career Education Goals in Corrections Settings.

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# AN OPPORTUNITY FOR POSITIVE CHANGE IN CORRECTIONS

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## Historical Antecedents

A great deal of progress has been made in corrections over the last two centuries, but there still is room for improvement. The philosophy of corrections has moved almost 180° from the beliefs which guided the planners and administrators of correctional systems in the 18th century. In place of the Puritan belief in crime and punishment, the current thinking is in terms of the crime of punishment.

Two hundred years ago the concept of correction had not yet been born. The focus was on punishment. The prisons were seen as places of custody for the convicts, and a source of profit for the state. There are few if any corrections institutions in the United States today which have not made some progress away from the philosophy and practices of the old Auburn and Sing Sing Prisons in the early 1800's under Warden Elam Lynds. He was a firm believer in the lash and used it primarily to maintain the strict rule of silence. Lynds regarded flogging as the most effective and the most humane of all punishment, since it did no injury to the prisoner's health and in no way impaired his physical strength. This was important in penal institutions like Auburn where convict labor was taxed to the hilt to bring in revenue for the state. Lynds contended that the purpose of the prison was to break the spirit of the criminal so the prisoner would thereby develop good work habits and embrace a more religious attitude. At Auburn Prison in 1826 the whole establishment revolved around a philosophy of unremitting industry, complete subordination, and subdued feelings on the part of the convicts. In their solitary cells they spent the night with nothing other than the Bible. At sunrise they proceeded in military fashion in solid columns, lock-step, to the workshops where they toiled until the breakfast hour. Then they marched again in the same lock-step order to the common hall to partake of a frugal meal in silence, seated in single file at narrow tables with their backs to the center. At the ringing of a bell, they marched again in their solid columns to the workshops where they toiled until the close of day and then returned to the solitary cells to read the scriptures and reflect in silence on the errors of their ways (McElvey, 1936).

There were changes in corrections in the century following the regime of Warden Lynds at Auburn. There were limits, however, on the degree and kind of change. In 1870, the National Prison Association proclaimed in its Declaration of Principles (Henderson, 1910) that the treatment of criminals by society is for the protection of society, but since such treatment is directed to the criminal rather than to the crime, its great object should be his moral regeneration. The shift in philosophy from punishment to reform was reflected in the proclamation into the 1870

Declaration of Principles that the prime goal of prisons was not to punish, but to reform. There was so much enthusiasm for the reformatory system when the Elmira Reformatory opened in New York that few realized it was only another form of the same repressive institutionalization with the same regimentation that had been around for a century. The reformatory was operated on the basis of a philosophy that those sent to such an institution were bad and needed strict discipline and hard work. The Osborne Association, commenting on the reformatory as a means of reforming the youthful offender, stated:

> The history of Elmira raises the question, significant to every state, of how successful a reformatory program is likely to be which stresses regimentation even though the routine is in worthwhile pursuits. At Elmira, as in many other American reformatories, the inmates were walking a chalk-line as surely as though they were in prison. . . . It is a chalk-line of routine with all the old-time stress on regimentation (Osborne Association, 1929, p. 692).

In the last analysis, the plans and practices of corrections must inevitably be determined by the prevailing philosophy, the governing belief of the leaders of the day. It is no wonder that as late as the 1940's and 1950's chain gangs, road camps, and cage wagons were widespread, and the leading law enforcement administrator of the nation, J. Edgar Hoover, took the stance that "the only way to make a lawbreaker obey the statutes of our country . . . is to make him fear punishment (Proceedings, 1935)." It is not surprising to find in some of the nation's institutions today armed inmate guards and bloodhounds, when it is recognized that change never comes easily, and until very recently, the climate did not support change agents in corrections. The situation is now one in which the opportunity for improvement in corrections is greater than ever before.

## Challenge to Change

The corrections system in the United States today faced a dual challenge--a demand from within to make corrections relevant, and a demand from without to make corrections work. Make it relevant! Make it work! On the one hand the taxpayers are pressing corrections systems across the nation to prove they really are effectively and efficiently protecting society, and at the same time correcting the offenders. For the first time in history the mission of corrections can be interpreted in terms of personality development, the making of law-abiding citizens. On the other hand the clients of the corrections systems are loudly demanding that corrections systems be made relevant to their immediate and future needs, geared to the current and projected social and economic conditions in the free world. Satisfying both of these demands--for accountability and relevance--requires an enlightened and dedicated corrections staff and a system for achieving accountability and relevance. Satisfying the demands for accountability to the taxpayer and relevance for the client represents one of the greatest challenges of all times for corrections, and also means that today there is an unprecedented opportunity for those who have the courage and the skills to bring positive change and continuing improvement to corrections.

## Recipe for Change

To realize the kind of positive change and make the kind of continuing improvement in corrections that are needed, two things are essential: (1) a dedicated and enlightened staff, and (2) a system for planning, implementation, and evaluation.

The systems approach is an objective-oriented approach that will insure continuing improvement. With a systems approach, one has to turn away from questions such as, "How can we develop more effective vocational training programs?" Rather, the questions must be put in terms of the clients: "What, if anything, is it important for clients to be able to do?" "What kinds of experiences can be provided as part of the corrections process to develop the behaviors that the clients must have, if they are to be productive citizens in the free world?"

The recipe for systematic improvement of the correctional system calls for four ingredients: a cup of knowledge, that is knowing the existing needs and resources; a full measure of goal-setting, that is, deciding where you want to go; a dash of innovation, that is, finding new ways for getting there; and a ladle of evaluation, that is, finding out if the goal ever was reached and the factors that hindered or helped in getting there. Taken together these four basic ingredients combine to provide a format for systematic planning, implementation, and evaluation. Each of the four elements is important. Each is essential.

In the model of adult basic education in corrections (Ryan, Clark, Hatrak, Hinders, Keeney, Oresic, Orrell, Sessions, Streed, & Wells, 1972), a generalized model for designing, implementing, and evaluating delivery systems, seven elements are identified as essential for effective and efficient systems of corrections. When these functions are carried out by corrections staff who want to make footprints, who want to bring about continuing improvement, then the cries for accountability and relevance are sure to be answered. The first step in the systematic planning for change is to analyze the existing situation. If one does not know where he is, it is difficult to determine where he wants to go.

It is enough to know what makes up the existing situation. It also is necessary to have some kind of conceptual framework to establish a foundation and give direction to the kind of system that will function. With a philosophy based on punishment, the system is quite different from the way it would be if the underlying philosophy is one of belief in the potential of clients for becoming productive law-abiding citizens. This philosophy is essential for making a needs assessment and provides the basis for setting broadly defined goals, or long-range purposes of the system. A needs assessment is a necessary preliminary to goal setting. By comparing what actually exists with the ideal, it is possible to determine the discrepancies between the real and ideal. These discrepancies determine the needs. The next step is to set goals to be attained in order to fulfill the assessed needs.

Goals are not quantifiable. They tend to be idealistic. They serve as a guide and an inspiration for the corrections staff. Goals have to be relevant--not just meaningless tributes to motherhood, the flag, and apple pie. Goal-setting is the most important part of systems approach. Goals cannot be set by administrative edict. If goals are to be relevant and are to reflect overall needs and interests, then all groups involved in and with the system should be involved in helping to set the goals. This means the goals for the total corrections system for any state should be a reflection of the thinking of central office staff, institutional staff and clients, and should have input from the community outside the correctional system. The broadly defined goals ultimately will shape the content of the system of corrections in the state. These goals will determine whether the system is to be one which is forward-looking, directed to the development of fully functioning persons, or tradition-bound, focusing solely on custodial functions and money-making endeavors.

After broadly defined goals have been established, the next step is to formulate a plan, or design a program structure for accomplishing the goals. In formulating the plan the task is one of determining what programs are going to be needed to accomplish the goals, and then organizing these programs into some kind of an integrated, articulated structure.

Once the plan has been formulated, then comes the most critical task of all--defining objectives for each program. It is at this point that the focus shifts from the total system, or integrated program structure, to the individual programs. The program objectives are the heartbeats of the system. The program objectives determine the nature and degree of improvements that can be realized by any corrections agency or institution. Whereas goals are broad and idealistic, objectives are specific and attainable. Whereas goals are general and challenging, objectives are measurable and observable. Objectives are specifications of performance. Objectives describe behaviors, specify the conditions under which the behaviors will take place, and set forth the criteria for the level of effectiveness.

Say the mission of the total corrections system is to make the clients into fully functioning productive citizens, capable of contributing to the social welfare and maintaining personal well-being. In the adult basic education in corrections model, four goals were identified which implement this mission: (a) making the clients capable of establishing and maintaining healthy social relationships, (b) preparing the clients for achieving self-realization, (c) making the clients capable of establishing and maintaining economic efficiency, and (d) preparing the clients for implementing citizenship responsibilities. One of the interventions might be a vocational training program, with the program goal the training of all clients to obtain gainful employment upon release and refraining from being a menace to society.

If any kind of accountability is to be established, this broadly stated program goal must be converted into performance objectives. This can be done by answering two questions: (a) How is the effectiveness of the vocational training program to be measured? The answer is to determine the percentage of clients who obtain gainful employment within a stated period upon release, and determining the proportion of clients who complete the training program who are cited for parole violation over a specified period of time. (b) What is the level of effectiveness expected from the program? The answer is a value-based arbitrary judgment, taking into account the real-life situation. Say the level of effectiveness is set at 95% of the trainees who will obtain gainful employment within 30 days after release, and the rate at which trainees are cited for parole violations during the first year after release is set at no more than half the rate for the general offender population for the state for the current year. The peformance objective, then, might be stated as: to provide a vocational training program that assures that at least 95 percent of the trainees completing the program will obtain entry level employment within 30 days of release, and to develop citizenship traits of trainees so that the rate of parole violations will be no more than half that of the offender population for the state for the current year.

When the designers have in hand program objectives defined in performance terms, the task becomes one of identifying or designing a variety of possible approaches for implementing each program objective. This is the exciting phase of system design. This is innovation. Having a number of different options does not, in and of itself, guarantee success, but it does give the chance for selecting from among the possible alternatives the best possible course of action, the best possible way of optimizing outcomes. The question of selecting the best way for implementing each program is answered by systematic evaluation of the possible alternatives for achieving each program objective. Feasibility, costs, and effectiveness must be considered in judging alternatives. The selection of alternatives cannot be accomplished apart from a consideration of objectives. The first question to ask about each possible plan is, "Will it accomplish the performance objective?" If not, there is no need to spend any more time thinking about it. The best atomic powered submarine in the world is worthless for getting a man to the moon. In deciding on the best possible course of action to achieve an objective, the idea is to determine which of the options offers the best cost-effectiveness ratio. This is done by setting a tolerable figure for cost, or a desirable level of effectiveness. Then the best option will either be one which achieves the most for the set cost; or will cost the least for the set level of effectiveness.

Evaluation is the final element in the systems approach. Meaningful evaluation cannot be accomplished without performance objectives. Evaluation must be carried out on a continuing basis and at the end of each planning cycle. Evaluation provides the feedback to adjust and improve goals, objectives, program structure, and program operation. It is this process of review and evaluation, by comparing actual results with stated objectives, that quality control is obtained and decision-makers are assured of making positive change and continuing improvement.

## Goal-Setting, The Heart of the System

The heart of the systems approach is the setting of goals and defining of performance objectives. It is the objectives-setting function that really is the key to accountability and relevance. Accountability is established through evaluation. Meaningful evaluation can never be done without performance-based objectives. Consider one situation in which a consulting team was called in to evaluate a system. The first question the team asked was, "What are your goals and objectives?" The answer was dead silence. The team chairman asked, "What are you trying to accomplish?" Another silence. Obviously, this made life difficult for the evaluating team. They had no basis for determining the effectiveness of the system. Ignored objectives are just as bad as no objectives at all. Vaguely defined objectives will haunt any system which calls on the legislature for more money. At the beginning of one study to design a model prison education and training program, the research team was informed by the warden with great pride and emphasis that the primary goal of the institution was to help inmates become productive members of society. When the warden was asked, "How do you evaluate your performance as a correctional institution?" he replied, "By the number and severity of disturbances, our ability to stay within the budget, and the profit generated by our prison industries." The lack of behaviorally defined objectives to implement the goal, and the failure of the staff to devise and implement programs related to the education and training goal had the net result of forcing the prison into a position of failure on both counts--accountability and relevance. There was no way the warden could establish accountability, in the face of having no performance objectives. The fact that he quoted statistics about prison industries, disciplinary reports, and budgets, without any reference to the stated goal of making the inmates capable of being productive citizens is a clearcut example of not meeting the demand for accountability. The emphasis on prison industries and budgeting suggest that there was little relevance for the clients in what was happening in the institution in relation to the world outside.

The better the quality of the objectives, the better the opportunity for improvement. Every objective should be evaluated and refined or revised until it is of highest quality possible. A good way to evaluate objectives is by using the SPAMO test. This is just a simple checklist of five questions which must be answered in the affirmative if the objectives is to have the quality it needs.

1. Is the objective Specific? S

2. Is the objective Pertinent? P

3. Is the objective Attainable? A

4. Is the objective Measurable? M

5. Is the objective Observable? O

The more specific, pertinent, attainable, measurable, and observable the objective, the more useful it will be. Goals are not quantifiable. There always will be doubts about how far we have moved to achieve a goal, even when the well-defined objectives have been attained. The gainful employment objective is a good one. It is possible to be fairly certain that the trainee who got the job and who did not get any parole violations is a good citizen, economically efficient. Nevertheless, there is the possibility that the trainee did not learn to respect the laws. He may only have learned how to look out for the police! Judgment always will be necessary in assessing the achievement of goals.

## Conclusions

Relating objectives to improvement in client performance opens up the possibility of incorporating in the system a vast new array of opportunities for corrections to develop fully functioning citizens. Significant and dramatic improvement can be realized by taking this approach, by focusing on improving the performance of each client, with a careful appraisal of what works and what does not. Improved client performance may not be the only criterion for judging a correctional system, but it certainly is one of the most significant.

If the clamor for accountability is to be met, the key is to become more results-oriented in evolving ways to improve the corrections system. Objectives that are vague and ambiguous simply support reshuffling of the same old outdated procedures. Objectives that are defined in terms of observable client performances lead the innovator to new ways of meeting new challenges. The thing that makes corrections the most exciting and potentially rewarding of all professions today is that at last there is a chance to change the system, to make improvement, to introduce innovations. It is more than just having a chance to change. For the first time in the history of corrections in this nation, the public is clamoring for accountability--and this means making changes to achieve more efficient operations--and the clients are calling for relevance--and this means making improvement to provide more effective programs. The opportunity is here for making footprints in corrections.

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# NEW PERSPECTIVES FOR CORRECTIONS

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Long before the time of modern metallurgical analysis, the ancients has a method by which to tell if a metal claimed to be gold, really was gold. It was called a touchstone. It was a black siliceous stone related to flint (Webster's Dictionary, 1967). What the ancients did was to rub the supposedly gold metal on this touchstone. As the metal was rubbed on the stone, were it gold, it would bring forth a particular color streak, and the ancients then had proof that the metal was gold. However, if the color did not appear on the touchstone, the ancients knew the metal was not gold.

When it comes to a new perspective to education for adults in our correctional institutions, we in adult education need a touchstone. We need a touchstone to ascertain whether what we are now doing is really doing the job, and if it is doing the job, continue it; but, if not, search for those means and methods by which we can change our methods in order to fulfill the need of the people involved in our programs.

I have watched closely across the nation as I served as chairman of the National Advisory Council on Adult Education. I have observed, examined, and evaluated many adult education programs, both in and outside of institutions. What I have seen brings about what I believe to be that element which makes an adult education program successful or allows it to fail, and that is what I would like to share with you tonight as the element which I believe to be a new perspective in adult education in our institutions.

What is that element? I choose to call that element awareness. What is awareness? It's impossible to say what awareness is, because it really evades any kind of definition we can put upon it. For instance, a young husband is leaving for work. As is the case in most homes, he is running five or ten minutes late of the desired departure time and is in a hurry. Their two sons are on the floor scuffling, both of them in school clothes and should be ready to trot off to the learning experiences. The baby sits in the high chair, crying, and of course, at this time of year, has a runny nose. The dog is barking at the boys as they scuffle. The toaster is sending up smoke signals, and as the young father-husband leaves, one arm in his coat, the other searching for the other arm of the coat, the wife tags along. She clutches at him momentarily and then looks up at him pleadingly, and so he stoops to kiss her goodbye. After which she says to him, "Darling, why don't you marry me and take me away from all this?" This is awareness.

So, I have accepted the responsibility here of sharing with you as to what I feel awareness is. Let me assure you that awareness is a very fashionable word these days. A few years ago, it was the word "relevant," and if you made any kind of a speech, you had to throw the word "relevant" around or people just were not amazed at your intelligence; but, today, the word seems to be "awareness." But, I'm not altogether happy sharing this word with you because it is not everything it is advertised to be. It doesn't put you in the same category with the star athletes of our country. In fact, it may do just the opposite because to become aware means to become involved, and this demands a heavy price. It is a price many are not willing to pay.

We do not have too many Abraham Lincolns in our world today, nor is the marketplace flooded with Martin Luther Kings. In fact, it is difficult in some instances to find really dedicated people, and more and more of the work force in our country is looking at hours rather than what happens during those hours. Being aware does not make you an automatic hero. There are times when people, like Abraham Lincoln and Martin Luther King, have been rejected to the extent of giving their lives. To me, that may be an easier price to pay than some of the other prices we pay which excludes us from being a part of a group or which makes us misunderstood.

Let me give you an example. A few of us men in our neighborhood became aware of the house of an elderly widow needing paint. We got together, purchased the paint, and sharing with her what we wanted to do, we started the job. Being the expert painters that we were, the job took longer than we had imagined, and so we went to supper, leaving the planks and the ladders, paint brushes, paint cans, etc., scattered around the yard with the intention of coming back to the job. However, the leader of our group got a call from the widow lady, and very adamantly she expressed that we should get back over there and clean up that mess that we left. We did; we went back, finished the job and cleaned up our mess.

One would have expected her to call and thank us, but we were misunderstood in our willingness and desire to help. Becoming aware of her need did not bring what we thought it should. This is what I mean when I say that "awareness" is a very fashionable word, but it is not the kind of word which gets the results that people expect it should.

Some time ago, after waging and losing an attempt to get State Aid to a greater degree for adults with very little or no education, one of our teachers in our Adult Basic Education Program said to me, "You must be terribly discouraged at times." She didn't know how right she was, but that is only at times, because the successes that we see make up the difference for those feelings which make us discouraged at times. When we see people who become accepted in society, accepted in their peer groups, who begin to make a contribution where once they were part of those to whom others contributed, it makes the struggle worth it all.

What I am implying is that this thing called "awareness" is something you don't move into as you would another hobby, because even though the term is thrown around like it comes from the "Five-and-Ten Cent Store," it does not necessarily result in pleasure for us. It means participation in that life, and that can mean suffering, but with the suffering it also makes one's life larger.

Why then, should I be speaking to you concerning awareness? Well, let's look at the motive involved in it. For instance, in merchandising a product, we go out endeavoring to sell it for a profit, and, if we fail, we are frustrated. But, now in awareness, we do not have a product--the deed is enough, and we are content with the operation. In order to explain myself better, let me ask you some questions. What kind of a salesman would we have if the salesman called only at places where he was assured of a sale? Or, what kind of a hunter would it be if the only shots he took were those of which he was sure of hitting the game? Or what kind of a researcher would it be that studied only in the areas where he had an answer assured him? Or, what kind of social reformers would we have if they waited until there was a guaranteed success?

Let me bring this awareness of which I am speaking down to the level on which we operate on our institutions. Many people have an acute, confused idea of what education is all about. It appears that we are going in all kinds of directions. Students are going one way, teachers in another way, the administrators in the opposite direction, adults in still a different direction.

I think the big problem is that we have never determined what the purpose of education really is. We say it is to educate people, to prepare them, to give them an education, but it appears to me that no one seems to really know what is going on. It appears that no one is really listening. For instance, people aren't worth much--they're the least to be concerned about in our educational process. Adults are worth even less when it comes to educational opportunities. It is similar to the adolescent boy who takes his girlfriend to a movie. On the way home he buys her a hamburger, and then, because of this generosity on his part, expects her to fall in love with him. In education, we thought if we bought books and machines and provided opportunities, especially in adult education, those in need would come running to us thrilled with the opportunity to learn. We're like the adolescent boy--we didn't realize that education is more than just a little book learning, a little of this and a little of that, added together. When adults didn't come streaming to us, we got all upset, and then we realized we have to do more than offer just an opportunity.

It appears that teachers are asking for help. I base this upon the fact that there are many how-to books on the market today, but there is no magic way, because teachers teach the way they were taught. This brings about the ordinary way of education, and it just doesn't fill the bill. It brings about a gap--where there should be rapport, we have just plain misunderstanding, and we really don't know what we are trying to do in education. One of our teachers in a program in Nebraska mentioned to me how much she liked adult education, and when I quizzed her more deeply, she said she liked it because it resembled the way she was taught.

There are many people running around trying to figure out how you teach reading to adults who can't read,or teach math to adults who can't compute. Too frequently what we are doing is extraneous to what is going on. Some time ago, Dr. Glaser made a speech to a group of student teachers. In this speech, he mentioned reading an interview which a magazine reporter had had with Marshall McCluen concerning his book, The Medium

Is the Message. Glaser said the reporter kept asking McCluen, "But, what do you mean? What do you mean?" and he went on to say he had to read the interview four times to get any meaning from it. This was because there was so much verbage in it that he felt there had to be something in it for him, and he wanted to find it. He goes on to say that this reminds him of education today, too much verbage.

Now, Glaser says, also, that too frequently we try to stress with people that they select a goal and make their lives goal-oriented when what the people, the individuals in our classes, are really searching for is a role. What do we mean by that? I think what we mean is this: that our students are saying to us, "We are just not a number, moving toward some far-out goal, or even a close goal. We are a person. Here I am, and I see myself as this, or that, or something else. Help me find the steps to becoming what I see myself as."

Career education seems to be getting closer to this, for the student in this philosophy is given an opportunity to sift through many, many roles, and for many of them, this gives them opportunity to see more clearly what their role in life would be. Now, if we can get the people in our institutions who run our educational programs to understand that there is more involved here than just being goal-oriented, I believe we would go a long way toward solving many of the problems we have. This would give us a new perspective.

In goal-orientation, we say, "All right, now, you get an eighth-grade education, or the equivalent of an eighth-grade education." What have we done? We've given them a goal, but what is the goal worth to them? It just doesn't have much value in it. Then, we say, "Well, then go on and get your high school diploma," and we hold this up to them as a goal, but, can they get a job with what we teach them? Can they find a place in life that would be to their liking and to their desires, and can they use what we teach them in the job that they do get? I am here to say, that I don't believe they can. I believe that our education is goal-oriented, and the students in our educational process are role-oriented, and this is the discrepancy. We cannot expect students to come in and sit down like little robots while we pump them full of goodies, which to them have no bearing upon their lives, not the immediate life only, but life in general.

I think we can explain a lot of unrest in our schools, on our campuses, in our institutions, and in our country in general, because we are asking people to select goals and live by goals when what they want is to have a role in life. They are simply saying to us, "I want recognition to the fact that I am a human being, and I am important, and I want to be recognized as being important." This, to me, would be the way we could involve these people in a role.

We conduct education the way we went to school in our institutions, and we have been willing to subordinate our own wills to reach that goal, whatever it happened to be. For instance, when we were in elementary school, someone said to us, "What are you doing?" "Well, I'm in the second grade, and I'm getting ready to go to the third grade," or, in the third grade, "I'm getting ready to go to the fourth grade." In the sixth grade, it was getting ready to go to junior high, and then high school. When in high school, we ask, "What are you preparing for?" and the answer too frequently is, "I'm preparing to go on to college." Then, what are you preparing for? "Well, I'm preparing to go on and get my masters degree." "Then what?" "To get my doctorate." "Then what?" "Well, I don't know."

Very, very fine; but, what was happening? We were being asked to set a goal after a goal. Is there not an opportunity for someone in the second grade to "become a reader"? "I'm learning to read." and the second grader sees himself in the role of being a reader. What if it does prepare him to go on to third grade? Is not the purpose of learning to read in second grade his main task while there?

While I worked toward my goals, I was willing to take any amount of red tape, or guff, or whatever you want to call it, to the extent that allowed me to go ahead and complete that degree. So, I said, "I'll work toward this goal, and then look toward a role." I believe my education would have been much more effective if I had been given an opportunity to see myself in a role, who I was, and where I was going, and what I was doing, and what I was going to be doing. You know, if I can answer this, then I can see how my various goals are relevant.

We cannot force goals. If we were to say to the ABE mother, "Come in, learn how to write and read." she would reject this because she doesn't have time for that. But, if we were to say to her, "Ah, you have the role of mother. Why don't you come in and share with us, and let us share with you on how you can be a better mother? As a mother, how can you give your family better nutrition, or how can you make the dollars you have stretch farther?" Thus, you see, we are encouraging her in the role of being a better mother. How do we do this? The means by which we help this mother become a better mother is through learning to read the instructions and labels on cans, to figure the cost of the items, thus recognizing bargains. These are the things toward which we ask this mother to move in the learning experience.

Another example of how roles can be used is how we insist that black children and black adults become educated, and it is true that those who are educated, of course, move up in status more rapidly than those who are not. But, what do we do to encourage these black people to get this education? Well, we don't let them see a role, or if we do, the role we give them is the role of a sanitary engineer, or a bus driver, or a garbage collector, or something like that. How many times have you seen pictures of black doctors, black lawyers, black ministers, or black anything, other than a few of the smaller, lesser tasks and jobs that are in our community. Yet, we say to them, "Get your education so you can be a better person." A better person, for what reason?

On the Indian reservation, we suggest to the Indian adults that they study and work toward a high school diploma so they can get a job. Where? The only jobs available to them are low-paying, non-skilled jobs in a factory in a big city somewhere, not there on the reservation. So, you see, the goals we set up are not necessarily the goals that fit the Indian adult population.

Now, we in the institutions have power, and we say to the students in our programs, "Here are your goals." We imply we are right, and we expect them to say, "Ah, huh," and get down to business and work. But, we do not have them in our programs. They are there in attendance, but they're not really involved in a learning situation.

Awareness allows and encourages them to select roles which in turn can be set up as goals. Their identity is a most important factor in this, and if we satisfy that first, we can then go on to the business of helping them attain the education they need to become successful in society.

How then do we use this awareness we have been talking about? I think we have the answer to this all around us. Advertisers in our country are using this same technique or philosophy regularly and have made great gains with it. For instance, one of the advertisers says: "Let us put you in the driver's seat." Or, another one gives you the idea that if you use a certain brand of toothpaste, it will make you more kissable. These TV and radio ads are so prepared that one can identify with the person in the ad. I've been given to understand that television commercials cost considerably more than do the programs. Companies spend a considerable amount of money on preparing the advertisements in comparison to the programs.

I watched my own youngsters as they grew up, and they watched the ads on TV more than they did the programs. They learned them, they whistled them, they sang them. What is the message of the ad? Even though we don't necessarily believe it, the ads keep saying to us that "You will become a better person; don't be satisfied with the way you are. You'll be accepted; you'll be wanted; you'll be enjoyed; you'll be kissed if you do this, or if you do that, or if you do something else." What they are saying is, "A better role in life is yours."

Now, let's translate this into the institutional programs in which we are all involved. What do we do? What can we say? We can talk about a goal or getting a job, and this, that and the other thing. However, it just doesn't work; it just doesn't help. It's not true in the ads what they say to us, but it is true with us. People in our programs are desperate for a role in life. Our message is true. We can help them become what they see themselves as being.

Now, it won't happen because we say it will. It happens when we produce, and this is where the awareness comes in. It only happens when we become aware of and involved in the role in which they see themselves. This is where we must do our work. We must start where they are and move toward where they feel they should be, adding our guidance. The legislature, the school districts, the people who head up our institutions--these are the people we need to influence, helping them understand.

I didn't mean to speak to the need--it is evident, and you know that it is there. We all see it. I meant to speak to the fact that we must help our students identify with a role that will challenge and stimulate.

I'll end with this story. It seems that a young man who was not too literate was employed in a certain factory. The health insurance program was explained to him by his foreman. He said, "I am not interested ," and so this was reported to the supervisor of the section. The supervisor of the section came in and explained to the young man the health insurance program. He even proved to him that he needed it. The new employee said, "Well, I'm not interested." The vice-president of the company heard of this, and he in turn explained the health insurance program to him, and he said, "Now, we have 100% participation, and if you are going to stay with us as an employee, you will take out this health insurance." The employee said, "Fine, I'll be glad to sign up." Later on, his foreman said to him, "How is it that when I asked you to join the health insurance program, you wouldn't, yet when the vice-president requested it, you joined?" The employee said, "Well, the difference is that I had never had the health insurance program explained to me the way the vice-president did."

I'm sure you have heard what I have said before. I'm sure you have had similar thoughts, but I'm also sure you have never had it explained this way before. But demands are being placed on us that were never there before and we must react. I believe we must react in favor of those who are in our care.

# ADULT CAREER EDUCATION GOALS IN CORRECTIONS SETTINGS

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"If a prisoner learns a skill which he can 'sell' in the outside labor market, it is almost by accident (Hoyt, Evans, Mackin, & Mangum, 1974, p. 72)." An adult career education in corrections program is one means of rectifying this situation. Therefore, it is essential that goals, reflecting the philosophy of the particular institution as well as that of career education, be formulated to set the direction of the institution's adult career education program.

The identification of goals and synthesis of individual goals into a structural whole must derive from consideration of basic assumptions about the nature of goals, the definition of career education, and the mission of corrections. Goals derive from an analysis of the social systems and an identification of the needs of individuals in the system. Goals of adult career education in corrections settings reflect both purpose and philosophy of adult career education and the penal system. Goals implement needs of individuals within the system.

A goal is a group of words expressing broadly conceived desired outcomes. Goals can be somewhat idealistic, slightly beyond the reach, and long-term in nature. Goals set the general directions to be taken in meeting assessed needs. Goals are broad statements of intentions. These broadly stated desired outcomes encompass many elements. The terms used to define goals tend to be vague, general, and broad.

At a national work conference on career education in corrections (Ryan, 1972), task groups were formed to formulate goals for adult career education in corrections. More specifically, the given task was to:

> State at least four goals of career education in corrections. These goals should reflect the ultimate end to be achieved through a viable system of career education in correctional settings. (Ryan, 1972, p. 106)

The results of three task groups' efforts follow. Each goal is listed, and strategies for achieving the goal are listed immediately following each goal.

## Task Group A*

Goal 1: To develop the skills which enable a client to function in a work-centered environment.

Strategies for achieving goal 1:

(a) Provide opportunities to explore a wide variety of occupational possibilities.

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*The names of the members of each task group are listed at the end of this paper.

(b) Provide opportunities for a wide variety of hands-on experiences in various occupational areas.
(c) Provide opportunities for developing useful work attitudes and habits.

Goal 2: To develop skills which enable a client to make intelligent choices in the decision-making processes which affect his life.

Strategies for achieving goal 2:

(a) Provide opportunities for individuals to learn the American democratic processes.
(b) Provide opportunities for an individual to participate in the decision-making processes affecting his/her personal life.
(c) Provide opportunities to enable the individual to become aware of his/her potential for affecting public decisions.

Goal 3: To develop and actualize client's inter- and intrapersonal skills.

Strategies for achieving goal 3:

(a) Provide inter- and intrapersonal skills information.
(b) Provide opportunities to practice learned inter- and intrapersonal skills.
(c) Provide opportunities to learn benefits of good inter- and intrapersonal skills.

Goal 4: To develop client's creative use of leisure time.

Strategies for achieving goal 4:

(a) Provide opportunities to learn about a variety of leisure time activities.
(b) Provide opportunities to participate in a variety of leisure time activities.
(c) Provide opportunities to experience the benefits and values of creative leisure time activities.

## Task Group B

Goal 1: To develop client's career awareness.

Strategies for achieving goal 1:

(a) Provide occupational information on the basis of career clusters.
(b) Provide opportunities for assessment of individual interests and capabilities.
(c) Provide opportunities for individual, step-by-step counseling.

Goal 2: To develop career exploration techniques and experiences on the part of each client.

Strategies for achieving goal 2:

(a) Provide internship opportunities for clients.
(b) Provide opportunities for needed counseling, evaluation, and feedback for clients.
(c) Provide related educational experiences.

Goal 3: To increase placement of offenders upon release.

Strategies for achieving goal 3:

(a) Develop multi-agency efforts regarding offender placement.
(b) Include de-briefing as an integral part of the placement procedure.
(c) Attempt to remove civil service obstructions to employment of offenders.

## Task Group C

Goal 1: To develop client's self-awareness and increase client's self-image.

Strategies for achieving goal 1:

(a) Provide testing, self-evaluation, and counseling opportunities.
(b) Provide hands-on experiences to develop knowledge of self.
(c) Provide opportunities for individual decision-making and problem-solving.
(d) Provide built-in success experiences.

Goal 2: To develop client's awareness and perceptions of the world of work and the real-life environment.

Strategies for achieving goal 2:

(a) Provide for a complete inventory of personal strengths and need areas by testing, self-evaluation, and counseling interactions.
(b) Provide hands-on experiences--such as work sample experiences--to improve the client's knowledge of self.
(c) Provide decision-making and problem-solving skills to facilitate vocational and life planning choice-making.
(d) Provide opportunities for clients to excel physically, to learn to extend their limits.

Goal 3: To develop community knowledge of and support for offenders.

Strategies for achieving goal 3:

(a) Expand the knowledge base of individuals through collaborative planning.
(b) Increase problem-solving techniques and skills through collaborative process which allow one to define needs, select alternatives, and implement effective evaluation.
(c) Increase respect for differing attitudes, feelings, and values, and develop the ability to grow effectively through experiences in problem-solving processes.

Goal 4: To develop client's training, problem-solving, social, intellectual, and physical skills.

Strategies for achieving goal 4:

(a) Provide opportunities for exploring occupations in a chosen job cluster.
(b) Provide problem solving experiences with a range of degrees of difficulty.
(c) Provide experiences to better enable the client to understand and work with people as well as experiences to better enable him/her to control emotions.
(d) Provide experiences utilizing manipulative skills.

## Analysis

The results of the task groups are graphically analyzed in Figure 1. Clearly, this is a simplification of these efforts, but it does reveal commonalities and differences in group perception. By the end of the conference, it was possible to synthesize the goals into the five cohesive and structurally independent goals shown at the bottom of Figure 1. The five goals are universal and constitute the goals of adult career education for all correctional settings.

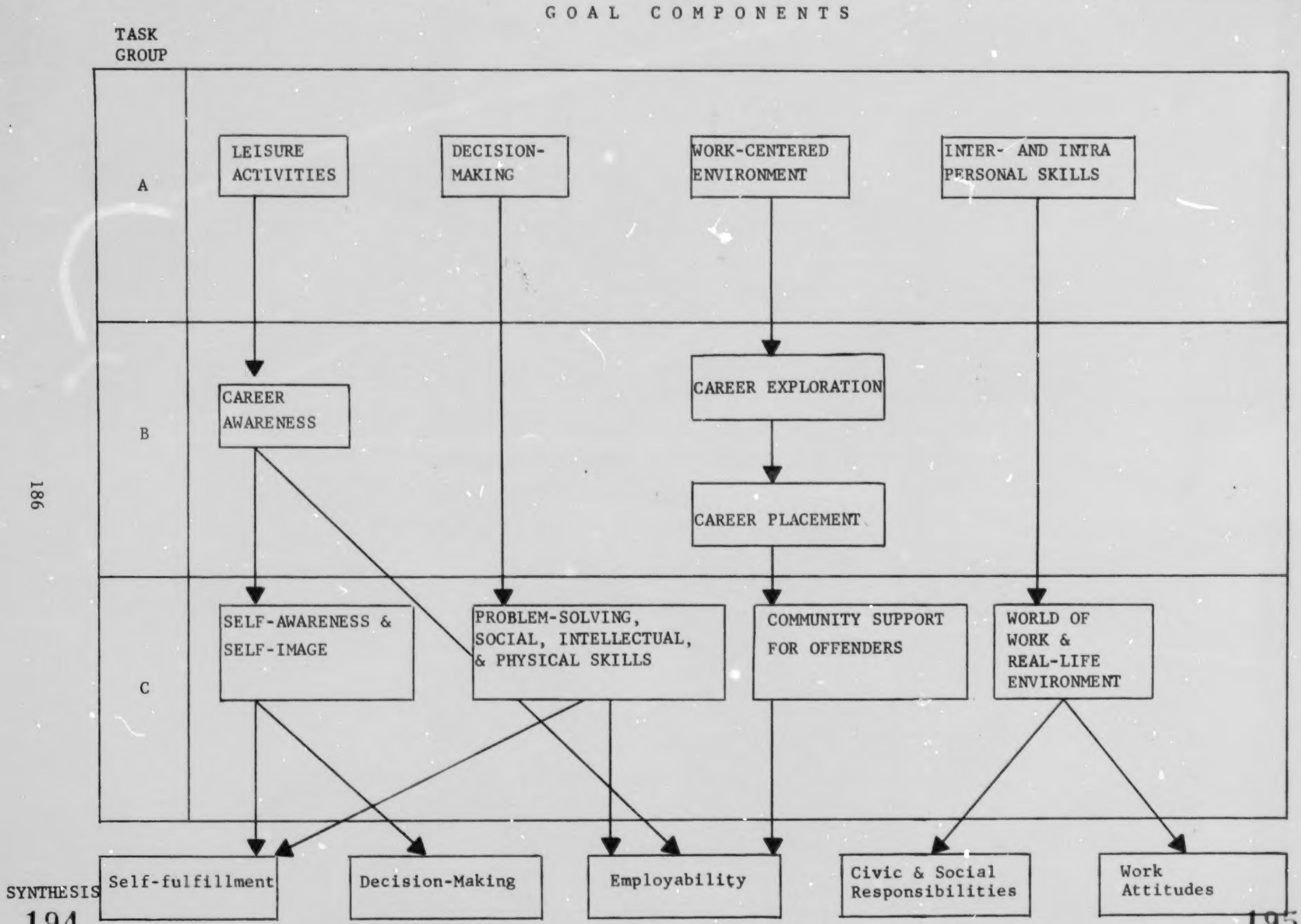
GOAL COMPONENTS
TASK GROUP
A
B
C
LEISURE ACTIVITIES
DECISION-MAKING
WORK-CENTERED ENVIRONMENT
INTER- AND INTRA PERSONAL SKILLS
CAREER AWARENESS
CAREER EXPLORATION
CAREER PLACEMENT
SELF-AWARENESS & SELF-IMAGE
PROBLEM-SOLVING, SOCIAL, INTELLECTUAL, & PHYSICAL SKILLS
COMMUNITY SUPPORT FOR OFFENDERS
WORLD OF WORK & REAL-LIFE ENVIRONMENT
SYNTHESIS
Self-fulfillment
Decision-Making
Employability
Civic & Social Responsibilities
Work Attitudes

Figure 1. Analysis of task group goal identification and synthesis into five major goal categories.

The five major goals of adult career education in corrections as defined by consensus of the members of the national conference are:

1. Decision-Making Goal: The development of decision-making capabilities. This refers to having the ability to make choices and develop a sense of critical evaluation of these choices in terms of consequences.

2. Employability-Skills Goal: The development of skills required for gaining and maintaining gainful employment. This involves securing and maintaining a job.

3. Civic-Social Responsibility Goal: The development of capabilities for interacting in successful and responsible ways with others in home, work, and community settings. This means showing responsibility to family and society.

4. Work-Attitudes Goal: To become familiar with the values of a work-oriented society; to integrate these values into one's life in such a way that work becomes possible, meaningful, and satisfying to each individual.

5. Self-Fulfillment Goal: The development of feelings and overt behaviors which reflect a positive self-image, and the acquisition of knowledge, skills, and attitudes which make it possible for the individual to realize his or her full potential.

These five universal goals of career education are for all corrections setting. It is necessary for each institution or agency to formulate subgoals and objectives related to each goal for their own programs. Goals are broad and general in nature, but subgoals and objectives are specific to a particular corrections setting. These five goals of adult career education in corrections provide the basis for a systematic approach to program development, with the result that offenders participating in the adult career education program will experience self-satisfying and worthwhile career education and be better able to cope in the free world.

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# FORMULATE

# ADULT CAREER

# EDUCATION PLAN

## (5.0)

## Introduction

Formulating the adut career education plan establishes the foundation for subsequent decision-making and presents a systematic way to achieve desired outcomes. It is necessary to consider what will be delivered, where it will take place, how it will be done, and who will be involved; parameters and constraints and resources must be analyzed; brainstorming must take place; plans must be synthesized and evaluated; and then the best plan must be selected (Ryan, Hatrak, Hinders, Keeney, Oresic, Orrell, & Wells, 1975).

All of the authors in this section are concerned with the steps listed above which are necessary to formulate an adult career education plan, but many focus on or emphasize one aspect. For example, Carpenter and Konopka primarily are concerned with the brainstorming facet. Carpenter underscores the necessity to start thinking of new ways to rehabilitate offenders, and to involve the community more intimately than has previously been done. Konopka discusses the need to challenge existing lethargy, despair, and insecurity, while also offering suggestions as to how this can be facilitated.

Romesberg, Nichols, Keve, Orrell, and Johnson discuss various considerations to be aware of when formulating plans or selecting the best plan. Romesberg suggests that three aspects which must be considered are: who will assume responsibility for prisoners and career development; what methods will be used; and what are the alternatives. In Challenge to Corrections, Nichols looks at three challenges he sees corrections staff facing: man, social consequences, and methodology, and discusses how these challenges must be met in a career education plan. When formulating or selecting plans, Keve emphasizes the importance of delineating methods of meeting the following needs: social skills, motivation, pupils as teachers, relating programs to the outside world, and career education for staff. Similarly, Orrell suggests that provisions must be made to meet two needs to successfully achieve career education in a corrections setting: a plan for learners, and staff development to support the career education plan. Finally, Johnson points out some of the problems offenders face upon release as well as some reasons why they became offenders in the first place. He offers suggestions as to what must be part of the adult career education program if these needs are to be met.

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# FOCUS ON THE FUTURE

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Correctional education has come a long way, but then it had a long way to go if it was to amount to anything at all. And the road that it still has to travel stretches farther than we can now see, if it is to become a truly effective rehabilitative agent. I entered this work thirty-two years ago, a victim of the Great Depression who like so many others in those days had no previous notion of entering the field of corrections. It was a job, and that was enough. Unfortunately, that same motivation hasn't changed much, and our field of work is regarded by the general public in about the same terms as garbage collection and not much better than a career in crime.

That attitude on the part of the public has had a great deal to do with holding up the development of corrections into an effective force in rehabilitation. As far as I am concerned, corrections and its various programs, including education, has been a failure right down to the present time. I know of no one administering correctional programs who will not claim a substantial measure of success for those programs, but I know also that, based on the gross data available to us, corrections just hasn't worked. And so we must conclude that someone is gilding the lily.

At the first prison to which I was assigned--a brand new Federal institution built with WPA funds--one of the correctional officer's, with a master's degree, was assigned as supervisor of education. He taught an occasional class, but he saw his main duties as the censorship of books, magazines, and newspapers that were bought for the inmate library. He spent his days with his feet on the desk reading through all of these documents. This was in keeping with the times and prevailing notions of administrators. The inmates' minds, at least as far as library literature was concerned, were well guarded from such evil matters as sex and crime.

Most of the classes, such as they were, were taught by the inmates themselves. And in those days the educational departments were a haven for check writers and other types of con men, both as instructors and as students. A heavy reliance was also placed on cell study courses, and these courses too were administered, checked, and graded by inmates. Many an inmate got credit for a course, to be duly recorded in the social summary to be presented at his parole hearing, that he had never really taken. You could buy credits with cigarettes and other favors.

There has been a gradual increase in the number of civilian instructors over the years. Many of them, however, have been unqualified for their positions. I retired from the federal service only three years ago, but even then there remained many instructors who did not even have a bachelor's degree. Also, it appeared to me that many, whether they had a degree or not, seemed lacking in motivation and initiative.

The prison school didn't run in the summer time, and the instructors killed time for three or four months. And during the months when classes were held, I have frequently visited the educational department only to see inmates dozing at their desks and the instructor sitting at his desk idly thumbing through a magazine. It is no wonder that so many inmates are cynical about the so-called rehabilitation programs of institutions.

It was also doubtful that some of the duly constituted courses really represented education. I recall that at one institution, just because one of the instructors had some interest and some knowledge in the subject, the curriculum included a course on navigation. The educational department frequently submitted reports indicating how many inmates had improved their General Education Development (GED) scores. But it was obvious from our observation of what was going on, that the emphasis was on coaching inmates to improve these scores. To my mind at any rate, this does not constitute education, not if our objective is to improve the minds and aspirations of our clients.

More recently we have seen the adoption of the Project Newgate program under which inmates attend college courses either on campus or in the institution. In my opinion, of course, inmates are as entitled to earn a college degree as anyone else. But the program does not really touch the core problem of corrections as most inmates are far from ready for college courses.

At a meeting recently with Project Newgate directors, I obtained the admission that few of the inmates who enter this program ever progress to the point of receiving degrees. In the world of work, the diploma is more important in getting a job than any number of college courses without the degree. But the Project Newgate directors have changed the rational for the program--they concede that most inmate participants will never receive degrees, but they now conceive of the program as a technique in reaching and dealing with inmates in changing attitudes and behavior. This may have some validity, and perhaps some research in the near future may prove or disprove this holding.

But I am reminded of the many other programs in corrections which started out with one purpose in mind, and ended up with another. Prison industries, for example, was long supported as a means of teaching trades. But when it was found that few inmates, upon their release, never went into the kinds of work they did in prison industries, the rational was changed and it was argued that the industries teach good work habits. This too is doubtful from what I have seen of the kind of work that is done in prisons. Prison industries, to my mind, is only a way of giving the inmates something to do while they are doing time.

One of the problems of education generally, and of prison education also, is the mythology that surrounds the whole business. While I think that considering our present culture and scheme of values, everyone with the perseverance and ability has the right to a college education, the emphasis on a college education is vastly overdone. In private industry and in government, the requirement for college degrees is too often unrealistic. There are plenty of jobs--particularly in the area of services--where jobs for which bachelor's and master's degrees are required could be done by persons with a high school diploma or less. Some of the most capable persons I have seen in the corrections field have been correctional officers without degrees. Somehow they are better able to communicate without degrees. Somehow they are better able to communicate and deal with inmates than the social workers who are supposedly better educated and trained for this purpose.

Another part of the mythology holds that crime and delinquency are the inevitable outcomes of dropping out of school. The high school dropout is automatically regarded as a potential delinquent and criminal. But the truth is that we have fewer people, proportionate to the total population, dropping out of high school today than ever before. In an earlier generation it was more common for younsters to drop out of high school than it was to remain. And society found a place for them, but today the doors are arbitrarily closed. I think, in this connection, that it may be society that needs some realistic education.

But more to the point, I cannot believe that delinquency is the direct consequence of dropping out. In today's culture, I believe both dropping out and delinquency are both separate indications of living habits that have earlier been acquired somehow from the family. Education alone, or education as we have known it, therefore is not the answer.

There is yet no proof that education in itself is an effective rehabilitative agent. But we cannot single out education as a failure in corrections. It has yet to be proven that any other type of rehabilitation program really works. It is not my intent to indict corrections or any component of corrections for this failure. The field has never really been supported in its entire history of some 200 years. Corrections has never really been given an opportunity to show what it could do properly supported, and this is true also of prison education. As I recall, about the time I retired the daily average expenditure per inmate for educational purposes was about 25 cents.

From my observation of the prisoners, most of them are relatively normal people. Most of them are not psychiatric cases. Most of them are not there for offenses committed as a result of physical deformities or deficiencies. They are there because of learned behavior. They learned to do their thing, just as the rest of us learned to do our thing, but in their cases it got them locked up.

Education for delinquents and criminals therefore ought to be an experience in relearning. I do not claim to be an expert in education, as you have probably already concluded, but I am convinced that merely teaching inmates the ABC's, economics, and trigonometry will not do the job. Some new types of courses have to be developed to give delinquents and criminals an opportunity to learn new ways of behaving. I do not know what these will be, but we are looking to you for the answers.

For one thing, I would like to see correctional education move into the field of probation and other community-based programs. That is where most of the convicted offenders are, some 800,000 compared to less than 200,000 in prisons and reformatories. And I am convinced that that is where the future of corrections lies, at least if it is to fultill its function of rehabilitation.

To me, after having observed institutions for more than 30 years the nature of an institution will forever conflict with the purposes of rehabilitation. I think in time the nation will evolve a new policy for the use of institutions--which in my opinion ought to be for the incarceration of persons who present an immediate and distinct threat to the community. The institutional system and subculture will inevitably rob any new program of its freshness and force it into the same old institutional mould.

I do think every effort ought to be made to bring these facilities under the supervision of the courts and to humanize them. The institutions will never improve substantially until the courts force them to, and there is every evidence that this is a new and growing trend. Perhaps if these facilities can be humanized, the ordinary process of maturation can be given a chance and some of these people can be transferred to community-based programs.

Educational programs ought to be available to persons on probation and parole and in other types of community programs. It is inconsistent and more costly to wait until a person is in an institution before he is given an educational or vocational training opportunity. It now costs as much as ten thousand to twelve thousand dollars a year--and even more in some places--to keep a youngster in a state training school. And as much as nine thousand and ten thousand dollars to keep an adult in a prison. In contrast, it is said that probation costs something like $250 a year per client on the average. This is not really an argument for probation, inasmuch as probation as it presently functions does not really provide any services for its clients, but with additional personnel and resources marshalled into the community itself, and additional funds for the purchase of services, probation hopefully can be made into a meaningful correctional tool. It will cost a great deal more money, perhaps one thousand to two thousand dollars per client on the average, but it is still cheaper than the cost of operating institutions and building new institutions.

I think the correctional education field needs to develop another division, to provide education to offenders in the community itself before they ever get to these institutions. In any event, I know the tight budgets under which all of you have had to operate, and the extremely limited funds, if any at all, that have been available to you to start new programs and to develop experimental programs. Today this situation is completely changed, and the educators can be given their chance. You will no longer be able to use the excuse that you can't get any money to do what you'd like to do. The money has already been appropriated in large sums, and these amounts will increase sharply within the next few years. If you wish to do educational research in corrections, you can get the money from our National Institute. There are also the block grants under the Safe Streets Act, under which many of the states are beginning to fund institutional treatment programs.

We also have the discretionary fund program, and we are looking for frankly experimental programs. If you have a copy of our Discretionary Grant Guide--and if you don't have one, you ought to get one--you will note that our Institutional Program Innovations program is completely open-ended. You can get individual grants up to $300,000 for experimental programs dealing with special types of offenders--women, the violence-prone, the mentally ill, the deviant, the sociopath, the long-termer, and so one. We are also receptive to proposals involving maching teaching, or for contractual arrangements with commercial agencies to develop or conduct programs, study-release programs, the modernization of vocational educational programs, almost anything that appears to have some potential effect in improving institutional education programs, or any other type of institutional program for that matter.

I would also suggest that in view of the increasing availability of funds that you start some future planning. For I promise you will be under tremendous pressure to come up with new and innovative programs. In LEAA alone the funding has multiplied dramatically. In Fiscal 1969 we didn't get much money for corrections, around $2 million all told. This increased to $60 million in 1970, plus about $15 million more in corrections-related programs, mostly of a community-based nature.

In 1970 the Congress passed a package of amendments to the Safe Streets Act which included a new Part E for correctional facilities and programs. Under this new Part, which will be separately funded, 50% of the money will be distributed to the states on the basis of criteria developed by LEAA, and 50% at the discretion of the administrators. Under the terms of the law itself, the emphasis will be on community-based programs, although it had been commonly conceived by our clients around the country that it would go to construction. However, LEAA is not going to use Part E for a new era in the construction of human warehouses. Any new institution to be built with LEAA Part E funds will require the strongest of justifications. By June 30, 1971, corrections had benefited from funding under both Part C and Part E to the extent of $170 million. During the next fiscal year, beginning July 1, 1971, the funding increased to $250 million. And further increases are projected for future fiscal years.

There are also a number of other federal agencies involved in providing financial assistance to corrections, and at the suggestion of the President we have formed an Inter-Agency Council on Corrections to coordinate these efforts and to try to insure that the information on how to obtain these funds is easily obtainable to you. Normal expenditures for corrections are about $1.5 billion annually. But when new money is pumped into the field at the rate of $300 million, $400 million, and even $500 million a year, you can see what pressures will be brought to bear upon you to make use of this money for new plans and programs.

The title of my paper was supposed to be "Focus on the Future". But frankly I don't know what the future of corrections will be. Certainly, if money alone can transform corrections into a truly corrective activity, the result will be obtained. But money alone in my opinion will not do the job. Many corrections people will have to be given new motivation, or we will have to find people with the motivation to try to move forward. And then of course we need ideas, new ones if possible, for what we have done in the past just hasn't worked.

Also, considering the large sums that the taxpayers' will be investing in corrections over the next several years, we will have to begin showing some results, or the public will be ready to give up on corrections and turn to some other philosophy for dealing with offenders. Already there are an increasing number of articles in the newspapers and magazines and an increasing number of books on the failures of corrections. This trend will have to be reversed if corrections is ever to gain some status or respect in the minds of the public.

About all I can say about the future of corrections is that the entire field will be on trial. And despite my uncomplimentary remarks about corrections, we in LEAA will be backing up the field with hard cash and every other possible resource we can make available to you. We do not pretend to have the answers to the problems of corrections. We feel that this is your responsibility. If you come up with the ideas, we will come up with the money. And we'd like to see these ideas as soon as you can get them to us. The field of corrections has stood still for 200 years, but there is no longer any reason or excuse to stand longer in the tracks of the past.

# CHALLENGE TO CORRECTIONS

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## Nature of the Challenge

"Challenge" has many meanings. It has something belligerent in it; it calls for attention, for alertness, and for contest with some adverse force. One of the adverse forces to be challenged in the field of corrections is lethargy, a dulling of the conscience and a certain smug assumption that the dealing with "bad" people belongs as far away from public conscience as possible. It has a low priority in political combat. Another is despair of once dedicated people who think the system is so fossil that it cannot be changed. A third is the insecurity of not knowing what to do, of having often tried valiantly with people and having failed. This paper will be only a beginning of taking up the challenge against those three forces--lethargy, despair, and insecurity--to enter an era in corrections that means active change with hope based on solid knowledge and deep human concern.

No attempt will be made to reiterate the history of corrections. To at least try to meet the challenge, the focus will be on what has to be done according to our best knowledge and a philosophy that makes the dignity of each person the central point of the system. This philosophy sets the aim and goal of all efforts in working for and with human beings. If is best summarized in the United Nations Universal Declaration of Human Rights of which the United States is a signatory: "All human beings are born free and equal in dignity and rights. They are endowed with reason and conscience and should act towards one another in a spirit of brotherhood." From this general principle, the declaration derives among other articles:

> The right to life, liberty, and security of persons, including freedom from slavery and servitude, and freedom from torture or cruel, inhuman or degrading treatment or punishment; the right to recognition as a person before the law. . . .

No one can deny that those rights are frequently violated in corrections, not by the offender but by those who are supposed to help change the offender's attitude and actions. No one person in the field of corrections can deny having seen inhuman and degrading treatment or the violation of the recognition as a person. Even such mild practice as calling peoply by numbers instead of names or the barking out of orders instead of making requests denies the respect for and the recognition of the offender as a person. It is known that there are inhuman practices in prisons, reformatories and juvenile institutions. Time's article of January 18, 1971, on the "crime factories" is unfortunately not news to anyone in the field. One just often becomes used to all the dehumanizing features of prison life and one needs to be able to forget and go home and sleep or eat a meal.

If real reform is wanted, if the aim really is to bring the offender back to himself and the community, then our skin must become tender again so that it feels the bruises and hurts. David Fogel, an eminent criminologist, told about his observations when, in the course of training, the students, usually judges, law-enforcement officers, or plain citizens, are placed into prisons or jails and treated like all other inmates. The professionals often comment on the cleanliness and orderliness in the prisons. The lay peoply or those who never had any actual contact with prisons can hardly stop talking about the horror of losing all identity, of being told every minute what to do, where to go, of having no recourse to anyone who really cares, and of being delivered to the brutality of prison mates or staff. Those people still have a "tender" skin and really feel the violation of basic human dignity.

The demand for human dignity to be accorded to everyone, even the offender, is not just the request of sentimentalists. It is based on increasing knowledge of human beings; without it, change toward improvement is impossible. If it is not accorded, the person maintains his hatred or gets worse. Only the highly motivated ones, those who are imprisoned because of deep religious or ethical convictions, may withstand an assault on their dignity. We find more of them now in our prisons. It is quite possible that they, if they can keep their integrity, will become a source of active prison reforms. But in most people, denial of self-respect produces hate or increases it. This hate may turn against the one who denies it, a guard, for instance. Yet if this person is too dangerous or too powerful, the hate may turn against the inmate himself, against others less powerful, or against both.

The turning against oneself is expressed in suicide or complete deterioration; an "I don't care" attitude. The second is expressed through misuse of other inmates, physical attacks, and denunciations against them. The third one, a combination of both, produces the, "I am not worth anything and you are not worth anything either, so I'll drag you down" attitude. We do not need new studies to prove those mechanisms. Selma Fraiberg (1962) wrote:

> The events of the past thirty years have created a kind of monstrous laboratory for the study of the enslavement of the human ego. The Moscow Trials confronted us with the spectacle of a man who had been brought into morbid alliance with his own persecutors, a man who confessed to crimes he had never committed, professed beliefs that negated his own history, and held "truths" that contradicted the evidence of his own senses. In an ecstacy of self-abomination many of these accused men demanded the extreme penalty from their judges. Later, we learned through Hitler's concentration camps that systematic terror and degradation can strip personality to its naked foundations, that hunger and extreme peril can enslave a man to his persecutors, and that when the work of enslavement is completed the rags or personality can

> be made over so that a man finally comes to resemble his own jailers (Fraiberg, 1962, p. 1).

Besides this learning to be brutal and non-caring, there grew impotent rage because "the prisoner soon learned that there was no possibility of asserting his individual will or influencing his environment through his own actions (Fraiberg, 1962)."

This is still the crux of the correctional system today in the twentieth century, even if a few vocational shops are installed, some classes are taught, or group discussions or individual interviews are conducted. The prisoner simply has no way of influencing his own environment through his own actions. When he tries to do it in the way human beings effect change in a democratic society, namely through group association, he is usually put down as being impertinent or too demanding. The consequences are swift and disastrous for him. He may be put into the "hole" or lose "good time" or given disagreeable work. Sometimes "impotent rage" breaks out. Prison riots show such frustration.

While this is the era of consumer participation or participatory democracy, prisons still expect men and women to come "hat in hand" if they want something. In the world where participation is the key concept, prisons and juvenile institutions still act like absolute monarchies, sometimes benevolent, sometimes brutal. All this is done under the name of correction, even treatment. It continues in spite of principles set forth in 1870 by prison administrators. Some of those were:

> Reformation, not vindictive suffering, should be the purpose or the penal treatment of prisoners.
> The prisoner should be made to realize that his destiny is in his own hands.
> Prison discipline should be such as to gain the will of the prisoner and conserve his self-respect.
> The aim of the prison should be to make industrious, free men, rather than orderly and obedient prisoners.

Here are just two examples of correction reality in the words of youth and adult offenders. First, a girl writes:

> When I was placed in a detention center, I was told to strip and take a shower. I had to do it in the presence of the matron and two male attendants.

A young man writes from a prison:

> Needless to say, this enforced 'caste system' between inmates and professional staff is not especially conducive to harmonious relationships. Nor does it breed the trust, confidence and respect that is necessary if any real, worthwhile rehabilitative processes are to be accomplished. I do think, that the very nature of confinement tends to intensify rebellious attitudes towards authority and, to a large degree, the reinforcement and exaggeration of pre-existing attitudes are made

> just that much more chronic. What I'm trying to say is that--you don't train a dog by placing him in a cage and poling sticks at him. I honestly do think that the greatest obstacle to be overcome in the area of corrections is the problem of communication between inmates and staff. I am unable to suggest how this might best be accomplished or what alternatives may be available. What I am able to predict with a certain degree of certainty is that, little progress is likely to be made in the area of inmate-staff relationships until it is recognized that inmates are human beings.

It is hard to listen to such words if one sits in the foxholes of practice. Conscientious correction personnel work diligently but get little support because of public apathy or hostility. They get tired and rationalize poor practice. Occasionally they turn to fads. Those always bring some fame and relief, at least for a short time, because people yearn for panaceas. Slowly one becomes more restrictive, and calls for high security to make life simpler. The key, the wall, the bars, and in modern times, electric devices become the real thing, with a little "treatment within those areas" thrown in to mollify the last remnant of conscience.

Is there a way out? Let me submit some thoughts and suggestions which need further discussion but hopefully point a way to really meet the Challenge of Corrections.

## Rationale for an Answer

Relate any program and policy to the basic nature of human beings who have one thing in common - they want to be respected as a human being. Alan Paton, the great writer who has fought and continues to fight white supremacy in his own country, South Africa, and who was warden of a juvenile correctional institution says it most clearly:

> To mean something in the world is the deepest hunger of the human soul, deeper than any bodily hunger or thirst, and when a man has lost it he is no longer a man (Paton, 1968).

Self-respect is the basic life-giving force. If anyone has ever doubted it, he needs only to look at the whole world today. Surely in some parts of the world the struggle is mainly for simple survival because of hunger and disease. Yet, where the basic conditions for stay-alive are met, the struggle is directed toward being heard and the desire to participate in one's own fate and that of one's community; it calls for self-respect. Unfortunately self-respect is not self-made. It grows out of human relationships, of the relationship between child and parent and any other human encounter.

We have explained delinquency in the past by poor parent-child relationships, or by the impact of slums, or poor habit-training, or by bad group associations. All these can be brought down to a common denominator, namely, the disastrous impact of a human and physical environment that makes a person lose self-respect. The ways that help a person gain self-respect in the normal course of life are:

belonging to a warm, intimate human community,

opportunities for achievement and recognition of achievement by others,

working on tasks that one can successfully tackle,

giving one's opinion and being heard,

trying out one's own lifestyle,

making mistakes and experiencing that one can rectify them without losing the esteem of others,

being able to help others, and

participating in decisions regarding oneself and one's community and widening horizons through educational experiences.

Those opportunities or circumstances make a human being who cares for himself and others, who can stand up as a man or woman as an equal to others, and who does not need to grovel or to destroy to gain satisfactions in his life. It is obvious then, that any attempt to work with people who have experienced a loss of self-respect must be directed toward providing, in more concentrated form than ever before, those experiences that should have been available in normal life. They must be built into correctional programs consciously, systematically, and unequivocally. Therefore, there is no place in such programs for humiliation, separation from family and friends, literal outcasting from the community, boredom, enforced cheap labor, or poor teaching and uniformity in lifestyle. Preparation for life in the community is the goal of corrections.

## Sequence of Correctional Services

With self-respect as an accepted key concept, and acceptance of the above-named behavioral translation of what helps to gain such self-respect, treatment of the offender takes on a new face. A locked environment is the least conducive to relearn what needs to be relearned and restored. Prisons came into existence rather late in history. For most people, they are obsolete today and this must finally be accepted. Therefore:

1. The majority of offenders, young and adult, will stay within their families or communities with corrections offering not just cursory supervision by overworked parole officers. Corrections will put close to the offender every human resource possible that opens the door to opportunities of hope for his own vocational, educational, and emotional development. A whole corps of professionals and volunteers with

warm and intelligent concern and knowledge of community resources needs to become the major helping source. They may give direct one-to-one help within the place where they live, work, and learn. New forms of education can be tried out inside the living unit.

2. For most of those who cannot stay in their families, community-based small group living units (6-8 people) with top staff (that means people with knowledge and empathy) are the first order of organization. Staff provides security, and an opening up of new experiences and limits, all in cooperation with the young or adult offenders living there. An involvement of the offender in all ongoing educational, recreational, and civic facilities in the community is facilitated and strengthened every day. For adults who work, responsibility for payment of room and board, possibly also for dependents, is part of the reality of their responsibility. Mutual help in furthering educational experiences is encouraged.

3. Somewhat larger (25 to 30 people) half-open living units with tighter controls and more facilities within the unit are needed. Those units are for adults or young people who need more help in finding themselves and in learning to live with others. A model of such a facility is the Van Der Hoeven Clinic in Utrecht, Holland. Men and women offenders live in a unit that resembles regular housing in the city. Some go out to work; others who are not able to regulate their coming and going start out by working within the unit. Wages are those of the open labor market. Staff is well educated. There are regular group meetings every day to discuss progress and problems. The inmates pay for their room and board when they work, but all services--medical, psychiatric, social work, educational--are free and are provided with high quality.

4. Small, locked units (15 to 20 people) are needed. Those units are for offenders who are dangerous to people in the community and whom we do not yet know how to help change in the present stage of our knowledge. According to information available this is a very small part of the inmate population. Placement of these people in mass institutions only intensifies their problems; that much is known. The locked facility will employ the same quality personnel as the other units and will have to try out a variety of approaches to increase the capacity to work with these very damaged human beings. The safeguarding of self-respect, and the restoration of it continues to be the indispensable keystone in those institutions. The lock itself is no treatment tool, it is only an admission of our own ignorance. The aim is to make it unnecessary.

This four-stage sequence depends completely on sufficient, knowledgeable, well-educated staff with a total and honest acceptance of the value of each person. It will not cost more than present mass institutions and prisons. The phasing out of those while introducing such personnel is a necessary step in meeting the challenge in corrections.

## Interim Program

While this must be done, present prisons and institutions are a reality and cannot be ignored. Inside those institutions, people and programs must be directed toward the utmost preservation of human dignity and development of self-respect--in spite of the environment that counteracts such efforts. It cannot be done perfectly, but it can be done if administration and practicing staff are determined to do so. Why must energetic young men who are 17 years old lie during the day on the floor in a cage? Why are people always assigned to tasks without ever being asked in what they are interested? Why are they rarely involved in assessing their own progress or problems? Here are some practical principles of work with offenders in *existing institutions*:

1. *Offenders must be involved in their own fate*. This means that one does not do *to him*, plan *for him*, diagnose *about him*. This may spell the beginning of trust. We know that *trust* is essential for positive human relations. We know that trust grows out of having experienced honesty. It means that one knows where one stands with another person. Most offenders have been exposed to an unpredictable, and, therefore, untrustworthy world. We need only to look at our professed ideal of racial equality and the reality of discrimination that many, young and old alike, have experienced. To counteract the sense of constantly being cheated, every contact with the offender must be carried on with open clarity on the part of those who work with them. Staff must offer an opportunity for the inmates to be honest, even if it is at times painful to experience their form of honesty. Manipulative treatment, rationalized often as needed, increases distrust and invites cheating and "fronting."

2. *Offenders must have genuine opportunities to make decisions*. The prisoner's whole day must not be scheduled hour by hour. There must be periods where they should decide on what do do. They should have real opportunities to have influence on their present life situation. Pressure groups are part of the democratic process. Why not learn in prison how to organize and think rationally and constructively and act accordingly?

If he has a family, it is important that the prisoner feels that he has decisions to make regarding them. It is vital to a man or woman to know that they have not become a negligible part of the family unit. They may learn a new sense of responsibility by being encouraged to participate in family decisions. In a reformatory for women I saw the damaging impact on the women of separation from their children, and especially the feeling that neither children nor husband considered the mother's opinions or interests. Self-respect--if at all there--was increasingly destroyed.

3. *Offenders must have opportunities to make mistakes and to learn from mistakes*. Nobody learns preparation for a life outside of prison walls if we are afraid to take risks with the prisoners. As an example: our one-sex institutions are based on such fear. We do live in a world in which there are both sexes. How can young people learn enjoyable and dignified relationships between the sexes, or adults learn to accept their responsibility for each other in such an artificial environment? One cannot just place men and women together without changing the whole atmosphere and structure of those institutions. Yet, if we combine risk-taking in opening up employment with more responsibility on the part of

the prisoner for his own community while he is institutionalized, and if we provide understanding and capable staff, then we can place men and women in the same environment even today.

Risk-taking includes the possibility of making mistakes, but this is necessary. Inmates must be helped to learn from mistakes, not be punished for them. A major part of developing a healthy personality is to learn from mistakes, to be able to deal with guilt constructively. This can be learned in such small and yet significant incidents; as for instance, when a prisoner loses his temper and shouts at another inmate or officer. Retaliation only reduces him to the level of a child, thus making him feel unworthy and resentful. Thinking through with him what he would like to do to make up for the hurt he has caused is a first step in the direction of self-control.

4. Offenders must be afforded educational experiences that give hope for the future and are geared to individual capacities and interests. Self-confidence comes from having experienced the capacity to do something well. Experience is more than talk. It means, for instance, working on projects where one experiences accomplishment. This may mean preparation for employment via school, college, vocational, or direct work. There should be enough variety to give genuine hope to each individual. Prison industries usually means only the installation of one, at the most two opportunities for training. Prisons close enough to urban centers should give release for training and education. Others should be the first ones to be phased out. Self-respect and self-confidence do not grow from tedious make-do work and from a sense of the futility of wasted time.

For women prisoners especially, the stereotyped view of what is "women's work" has often hampered the development of individual capacities. Training is almost exclusively limited to cleaning, sewing, some office work, and beauty care. Occasionally some women are given permission to go out and care for handicapped or elderly people. Yet, women need to be acquainted with the world of machines. Some of them will want to work on heavy equipment or repair mechanical devices. Also, many more women should be encouraged to pursue college work.

For far too long, both men and women offenders have been seen as having low intelligence. It is known, however, that the intelligence range among offenders is about the same as in the general population. Many can do college work, yet correspondence courses from universities are not sufficient as they require a great deal of initiative and self-discipline. Releasing prisoners for study on the campuses is a very hopeful trend. Some of these students have said that they finally are beginning to feel part of the human race again. Unfortunately, far less women than men participate in such programs.

5. Correctional institutions must take cognizance of present community problems and relate themselves and the offender to them. It is tragic if institutional staff become isolated from the major problems of the day. It harms them as well as their charges. One of the outstanding problems today, for instance, is the relationship between races and

ethnic groups. The sensitivity of those who have been discriminated against for centuries is high and anger has come out into the open. To pretend in delinquency institutions or prisons that this does not exist, to give no outlet for the surging pride of minority groups, and to pretend that all middle-class attitudes are shared by everyone is not only foolish but can be disastrous. Correctional systems must make a positive contribution to the self-respect of minority members and to a better understanding between them and the rest of society. It is self-evident that prejudiced attitudes on the part of staff cannot be tolerated. One has to watch out for condescending or insulting comments. There is still the shrug of the shoulder and the muttering about the "dumb, dirty Indian." There are still angry comments made about the "pushy Negro." Choice jobs are often saved for white inmates and it is implied that Indians or Blacks are not to be trusted. A black inmate, who simply speaks up for his rights, is often quickly labeled as a "militant," with the implication that he is unruly. Retaliatory action follows this labeling.

Fortunately, there are prisons which use a positive approach toward the awakening of ethnic pride. Some prisons not only allow, but encourage the formation of clubs among all its inmates and this includes establishment of Afro-American or American Indian Clubs. Aside from the beginning realization on the part of the individuals who belong to them that their group has an honorable history, those groups also help in the development of positive leadership, and a sense of belonging and mutual aid. One Indian inmate said:

> I was so terribly lonely when I got here. Since we have the club, I feel I have friends. Now when a new Indian prisoner comes in, all of us collect a little money and right away we buy him some coffee and a sweet. It makes such a difference. It never happened before we had that club.

It is important in our times that juvenile institutions and adult correctional institutions do not bury their heads in the sand with regard to the problem of racism in our society, but contribute to a better solution of human relations. They have an unusual opportunity for doing so because of the composition of their populations. Education for civic participation becomes alive and a reality to people to whom this often has been a bloodless subject in school.

## Action

The challenge of the field of correction is to overcome a lethargy that continues programs and institutions without change, an insecurity that does not dare place the value of self-respect as the keystone for all programs, and a fear that shies away from enlisting the latent strength in the offender. Lethargy, insecurity, and fear can be overcome through clarity of goals and determination by those who are concerned with this field. They cannot totally succeed by themselves. Corrections must be willing to give up the fortress of absolute kingdoms it has created and open the doors to free entrance at any level of citizens including former inmates. Their help, as well as those who are within the confines is needed. The same prisoner I quoted in the beginning wrote:

> I could count off a dozen or so of my 'teachers' (guards, correctional staff, probation officers, parole agents, superintendents) who have made all the difference in my life. I refer to them as 'teachers' because they have taught me respect for intellectual integrity and the importance of keeping the windows of the mind open so that the winds of change could pass through them.

Not only the inmate, but policy makers, staff, and the public must keep the windows of the mind open so that the winds of change can pass through. If these winds are kept out much longer, they may blow up a storm of revolt that will not cleanse the air, but will destroy everything. It can be prevented if the field of corrections recognize its great potential of a truly humane living-learning unit of offering education in its widest and best sense.

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# PLACEMENT AND CONTINUING CAREER DEVELOPMENT OF OFFENDERS AND EX-OFFENDERS

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"When a released inmate is denied the means of making an honest living, every sentence becomes a life sentence." Former Attorney General John Mitchell stated the major problem facing released offenders when he addressed the First National Conference on Corrections, Williamsburg, Virginia, 1971. In order to answer the implied question of this paper's topic, perhaps it is necessary to ask three questions:

1. Who should assume the responsibility for offender and ex-offender placement and career development?
2. What methods could be instituted in order to ensure meaningful development of careers for offenders and ex-offenders?
3. What are the alternatives to the limited traditional education programs offered in correctional institutions?

## Assigning Responsibilities

### The Local, State, Federal Government and the Legislature

Ultimately, when one is determining the responsibility for offender and ex-offender career development and placement, one has to look to the legislature and the governing bodies who control the "purse strings" for funding for correctional programs. Granted, this paper does not address itself to prison reform, but certain intolerable voids in correctional programs to serve to hamper any career development which might be attempted.

The federal government is funding "corrections" programs; however, if one closely examines the funding, it is evident how the priorities have been ranked. Funds which might be channeled to effective treatment programs (including those within and without the institution, and those managed by private concerns) are being directed to "custody" and to building bigger "warehouses." Granted, it does cost less to house inmates in a vast human warehouse than it does to provide effective treatment programs. However, the cost/benefit/analysis of spending a little more for treatment now would probably outweigh the vast amount of money spent in long-term warehousing of recidivists and the public maintenance of their dependent families, not to mention the vast waste of manpower and loss of human resources.

## The Correctional Institution

It is the correctional institution's solemn responsibility to introduce meaningful career counseling, to provide realistic career training, and to secure pertinent job information as to the manpower needs of the community to which the former offender is returning.

For example, prisons still persist in "training" a person in an already obsolete sewing factory on out-of-date machines to make clothing for hospitals and other institutions. The only "priorities" this serves is to provide cheap labor for institutional industries and a time-killer for the inmate.

Correctional institutions are "guilty" of not accepting the responsibility of providing an offender with the proper tools necessary to facilitate a meaningful re-entry into the community as a worth-while citizen. (Re-entry may not be the best term to use. Too often offenders were never a real part of a community before incarceration. Too many offenders lived on the edges of community life, so that what the institution must provide is the proper tools for initial entry into a community.)

Securing job contacts and interviews must be a part of every institution's career counseling and career training program. It is ludicrous to assume that an inmate can correspond for a job while incarcerated. This is too often the standard practice in institutions. In order to obtain parole, an inmate must have a job and/or a legitimate means of support. Most employers require (and rightly so) that there be a personal interview before they hire anyone. An inmate could write to an employer and say, "Dear Sir: I am writing to you to apply for a job. I may be getting out of prison in a few months if I make parole. Please hire me." If the inmate receives any answer at all, the answer, at best, would probably be "Drop by our office when you can be interviewed by our personnel department." And what then is the inmate to do--hope that he might have a good job?

## The Community

All the responsibility cannot be placed with the legislature and the correctional institution. For no matter how skilled the institution may become in career counseling or career placement and training, the final question is "Who will hire the ex-offender?" Too often the answer to that question is not the employer in the local community; not the county or city government; not the state government; and, far too often the answer is, not the federal government.

Until the public and private community accepts the idea that most offenders eventually are released from institutions and must be assimilated into the local community structure, all the career training and career counseling the institutions might provide will be nothing but a waste of time and money. In the long run, cost/benefit/analysis would demand that ex-offenders be hired in meaningful positions. The position must be especially meaningful to the ex-offender in order to build his own self-respect and self-esteem.

## Determining Methods

### Hypothetical Model

Perhaps a hypothetical model should be constructed. Of what would it consist? If the presumption is made that a given offender wants to have a meaningful and successful job after leaving a correctional institution, why cannot the assumption be made that this same offender would welcome meaningful employment while incarcerated? There would be several built-in motivations:

1. The desire to appear to do well in order to obtain parole and eventual release;
2. The desire (and real need) to make money before release so as to have a better means of living in order to start a positive life in the community; and
3. (Hopefully) The willingness to continue with positive employment and career development after release from the institution.

### Practical Application of Model

If an institution found three offenders who expressed a desire to be rehabilitation aides in a home for handicapped children, the local authorities of the rehabilitation institute could be contacted. With the shortage of assistance (and money) for rehabilitation aides, the rehabilitation institute would probably welcome volunteers. The three offenders would be volunteers from the rehabilitation institute's viewpoint (and their budget's viewpoint); however, the correctional institution would pay the aides (offenders) the going rate within the institution for a full day's work. Hopefully the correctional institution is already complying with the minimum wage law!!

This program would serve several purposes:

1. Provide needed help for the under-staffed rehabilitation institute;
2. Provide meaningful on-the-job training for the offender;
3. Provide needed work experience and income for the offender;
4. Improve the community's concept of and reaction to returning ex-offenders;
5. Provide the offender with positive relations with the community, (and for some offenders this will prove to be the first positive contact they have ever had); and
6. Become (ideally) a permanent job for the offender after release from the correctional institution.

Undoubtedly this would have to be done very diplomatically in order to gain community acceptance. However, if the first few hurdles were to be successfully overcome, the word would spread and the whole concept could become popular.

## Other Applications of the Model

This same program could be effective with:

1. Private and public day-care centers and schools;
2. City, state, and federal recreational programs;
3. Homes for senior citizens;
4. Public and private health clinics;
5. Public, private, and military hospitals;
6. State hospitals for the mentally retarded;
7. Programs for physically- and mentally-handicapped adults and children;
8. Office aides for understaffed welfare and social service agencies;
9. Orphanages; and
10. Juvenile detention centers and/or half-way houses.

This concept could work with private employers, also. They, however, would pay wages commensurate with the offenders' abilities and skills.

It should be made clear that this is not a "Work Release" program in that it has nothing to do with parole status or permanent release from the institution. Each offender's eligibility would be determined individually by a program staff and other consultants.

If a state or county government were to assume the lead in hiring incarcerated offenders and (assuming the program were to be a success) with the skilful handling of public relations, the public could realize the manpower potential within the correctional institution and could then provide other outlets for employment of offenders while incarcerated.

## Non-Traditional Education Programs

(This would probably be more effective with youth offenders.)

Usually the first reason a corrections official gives for lack of meaningful education programs is lack of money. This excuse can be easily eliminated, either by legislatures funding better education programs or by the following plan: Provide free classroom space to the local school district so that they would bring their adult basic education classes into the institution; the school district would also bring young students with them so that the class would comprise regular students and incarcerated students.

The same idea could hold true for college classes. What better place for a college seminar on corrections than a correctional institution with inmates auditing the courses or becoming non-degree or degree undergraduate or graduate students? This plan would serve several purposes:

1. Provide free classroom space to the school district or college;

2. Make college-credit corrections courses more realistic, meaningful, and practical (Too much emphasis has already been placed on the theory of corrections);

3. Provide other college-credit courses to offenders;

4. Provide adult basic education to offenders;

5. Provide offenders with new acquaintances;

6. Provide offenders with positive contact with the community;

7. (Hopefully) Influence offenders to continue their educational pursuits after they are released from the correctional instituion; and

8. Bring the community into the institution.

The mutual benefit supplied to all would far out-weigh any of the logistical and/or security issues which could arise. These issues could be easily resolved.

## Conclusion

Perhaps some of the ideas suggested in this paper seem far-fetched or idealistic. However, it is time that everyone ceases the interminable conferences and studies of the problems involved in achieving placement and continuing career development for offenders and ex-offenders. The problems have been mulled-over and re-worded for countless sessions and countless years. It is about time that we be about the business of providing effective career training and career development; and not just continue to identify the same problems year after year. The vast reservoir of untapped manpower resources that is lost during incarceration and useless release without proper training is the gravest problem facing corrections and must be solved, not talked about today.

# CHALLENGE TO CORRECTIONS

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A bishop talking to a group of correctional experts on the subject, "The Challenge to Corrections," could hardly be considered an authority. But admitting that I am a layman in this company and by playing the role of a pump primer, enables you to accept my sayings and my limitations. My credentials consist of a lifelong interest in the nature and destiny of man. That interest has never been limited by the presence of an iron gate or a prison wall.

When the invitation to write this paper was extended, my mind turned to a conversation between Linus and Charlie Brown. Linus put the question: "If you could live your life all over again knowing what you know now, what would you do different?" Charlie though and thought. Finally he exclaimed: "Well, what do I know now?" If that question were put to a warden, a prison lifer, or a bishop, the honest response might be as profound as Charlie Brown's. What do we know now? The question requires some searching. And even if we are successful in summarizing our present conclusions, another question presses itself to the foreground: "Then, what should we be doing now?"

## The Threefold Challenge

The challenge to corrections, in my opinion, is threefold. There is first the challenge of man himself. Secondly, there is the challenge of the milieu, the society and social circumstance in which the life of man is shaped. Thirdly, there is the challenge of methodology. What procedures can be used to renovate, rehabilitate, and repair the persons who are sent our institutions.

### The Challenge of Man

From a common sense point of view, man consists of a physical body, a complex interlacing emotional network, and a rational faculty. Religious and philosophical interpretations of man have refused to accept this partitioned view as completely descriptive. Man, in some deeper sense, is a psyche, a soul, a being of inestimable worth. The crowning attribute of man is the capacity of his mind and the dexterity of his hand.

Dr. Paul MacLean, Chief of the National Institute of Mental Health, lecturing at Queens University, in Ontario, Canada, set forth a threefold explanation of the brain structure of man. It consists of a brain stem, a matrix which cradles the oldest primitive instincts. Secondly, there is the surrounding lumbic lobe, which elaborates the governing emotional survival and self-preservation impulses. Thirdly, there is the newest in the evolutionary sequence, the neo-Cortex, which surrounds the limbic lobe and controls the highest rational capacities of man. "Today's problems," says Dr. MacLean, "are in one sense the outgrowth of this division within ourselves. The reasoning human part of us is trying to create a world that is totally unsuited to the beasts within us (Pierce, 1969)."

If there is any credence to this analysis, then modern man's most important survival discipline is self-control. Whether it is an act of instant rage that leads to criminal conduct, or the calculated, artful design of a bad check writer, or a billion dollar Park Avenue crook, the fact remains that when baser instincts gain dominance, the result is the ruthless, unbridled release of selfish power. Some of us may manage to stay out of jail, because we are able to manage our public relations; but, like St. Paul, the inward warfare rages within each of us. If criminal statistics mean anything, we are in trouble. Some figures that I looked at not long ago indicated that between 1960 and 1967 total crimes in the United States had increased 89 percent, while the total population was growing by only 10 percent. Now if you submit that kind of data to computer prognosis, it would appear that within a reasonably short time everybody will be a criminal. One author has suggested that this might be desirable. Then we would no longer wonder about our friends and associates. We would know that they are all rogues of one kind or another--and we could stop pretending (Lore, 1969). But this kind of logic is not as sound as it seems because the civilizing process fundamentally involves self-control, so that the inner tensions are a part of our evolutionary striving.

Perhaps the most difficult acknowledgement we have to make is that there are millions of Americans who, by reason of disability or limitation, are unable to present themselves as fully competent to cope with all the demands of society. Of the young men in America eligible for the draft, 49.3 percent are rejected for moral, mental, or physical reasons. Welfare statistics issued in 1967 indicated that 7,300,000 persons were involved in public assistance programs. When these figures are broken down, it turns out that only 50,000 of this number are actually employable. Two million are over age 65; 700,000 are physically or mentally handicapped; 3,500,000 are dependent children; 900,000 are dependent mothers; and 150,000 are dependent fathers. Add to these figures the millions of American families trying to live on incomes of $4,000 a year or less, and you begin to visualize the complications of social and individual inadequacy. Because some individuals have a lower level of competence, society must protect them and itself against the fracturing consequences of lost control. There is no alternative except to provide services to cushion the shock both for the individual and society.

## The Social Consequences

The social milieu--the total environment in which one lives--is another challenge to corrections. Society's relationship to the individual is threefold. First, it creates the individual. The act of conception itself is a social transaction. Even if a baby is conceived by artificial insemination, it still requires the issue of a female ovum and a male sperm cell to provide the beginning of a new human life. That act, in itself, has a determining effect upon the unborn individual.

A whole phylogeny of determining influences are hidden in the genes. The basic characteristics of the individual are bestowed; capacities and limitations, in some sense, are already predetermined. In Lessons of History, by Will Durant (1968), the author makes this observation: "In the struggle for existence some individuals are better equipped than others to meet the tests of survival. . . . We are all born unfree and unequal . . . subject to our physical and psychological heredity (p. 20)."

Even if the individual is born with superior propensities, the crushing influence of an inferior environment can completely stifle and distort the potential of the person. In a recent White House Conference on Children, great responsibility was assigned to society and its institutions to provide an adequate setting for child maturation, as well as corrective services for those whose lives have been distorted. We were sensitive to the fact that society provides the setting for the unborn infant and the resources which determine its growth patterns. Secondly, whatever the social circumstance, the child must adapt to survive. Little children, growing up in situations of duress, quickly harden into patterns of duplicity for survival reasons. A child can possess all of the symptoms of a hardened criminal before he ever reaches school age.

A group of small boys were chasing a ground squirrel, which had run out of a small city park into the street. The squirrel panicked and was crushed beneath the wheels of a passing car. A lady passer-by scolded the boys for this deliberate act of death. "Don't you have a conscience?" she screamed. The little boys, between 8 and 9 years old, were laughing. The death of the squirrel was a joke. Then one lad responded: "I don't have no conscience!"

Conscience is something that the society helps to shape in the life of a child. If the youngster is surrounded with violence and mistreatment, he grows to accept it as part of his survival pattern. It isn't that the child is "bad" by traditional conceptions; he simply reflects the pressured life styles of his world.

People are taught to hate. People are taught to love. People are taught to kill. People are taught to create. People are taught to dream. People are taught to degrade themselves and their fellowman. If, therefore, a person ends up in an institution or prison, then we represent the community of experts who must try to mend what is broken, discover latent capacities, and redirect and rededicate energies. In short, rehabilitation means that we are engaged in the hopeful task of returning an impaired individual to society with acquired abilities to function normally and to contribute to society's redemption.

You've heard the story of the farmer who was trying to invest his piety in every daily act. So he taught his horse to respond to religious commands. When he wanted the horse to stop, he said, "Amen." When he wanted the horse to go, he said "Thank God." All went well until one day the horse was suddenly frightened by a blast from a train whistle. He broke across the open field, dragging the buggy and the farmer crazily behind him. The farmer was so shook up, he could not think of the holy word for "Stop." The horse headed for the edge of a steep cliff. Just as he reached the edge of the precipice, the farmer remembered. "Amen," he shouted. The horse came to a dead stop. Then the farmer, with beads of cold sweat oozing from his forehead, dropped back into the buggy seat, and absent-mindedly, he looked up toward the heavens and exclaimed, "Thank God."

Well, that can happen. Just when we think we've got all the wires straightened out in the life of a reconditioned criminal, somebody yells the wrong signal, and the horse and the buggy and the farmer are over the cliff. It simply means that unless there is some real rapport between the mending institution and the society outside, the most effective rehabilitation programs go "over the cliff." I could provide stories from my own ministry to illustrate experiences I have had with promising former inmates whose demise was due, in great part, to the unsupportive attitude of society.

Prison inmates are not the only ones who have problems. Dr. Armond Nicholi, a Harvard psychologist, recently made a study of 1,454 Harvard drop-outs between the years 1955 and 1960. He found that almost half of them were superior students, but they fell victim to self-doubt and depression. He explains that they were troubled by the discrepancy between what they thought they were when they started college and what they began to feel about themselves as they continued in college. Unable to reconcile the two, they dropped out. At Harvard, the drop-out rate for the last 10 years has been 24 percent. Most of the men and women in our correction institutions are either voluntary or, sometimes involuntary drop-outs. Invariably, their problem has something to do with self-acceptance and social negotiability. We have a similar problem in our churches.

Eric Hoffer (1970), the self-styled San Francisco philosopher, observed that when a man renounces his faith in society or in God, he does not cast it off, but swallows it, and substitutes the self for the abandoned holy cause. This may be oversimplified, but it expresses a fact that is self-evident with some institutionalized persons; no matter what they have done, they are able to rationalize their guilt by consciously or unconsciously asserting the self as the final determinant in choosing between alternatives.

The successful maturation of the individual, in the social context, depends upon his ability to respond to new stimuli. Innovation is the ultimate survival test for rational man. The pressures placed upon modern man, by the rapid change sequence, impose great stress upon the individual phyche. The unprepared individual finds greater difficulty in decision-making and personal development because of his inability to keep up and catch up with the maze of new stimuli to which he must make a positive response.

Having worked for a period in a mental hospital dealing with both marginal and deep psychotic cases, one frequently discovered individuals who felt more secure in the institution than outside. Because of their personal difficulties, they subconsciously had desires to remain in a setting where the professional family had an understanding view of their plight. At the same time, those who were marginal, understood the stigma attached to institutionalization. This frequently developed an unconfessed ambivalence which complicated the return of the patient to society.

Today one notices among both the poor and the affluent a growing thirst for the simple life. Much is being written about the complications of modernity, but it is the desire for the comforts and amenities of the city that prevents us from retreating to the austerities of a simplified agricultural setting with fewer conveniences. In other words, modern society requires more ability and more effort than any previous condition of man. Criminal behavior, in part, may be a brazen declaration of resistance to the requirements of the social order or outright rebellion against the system. Hence, the correctional institution must teach the inmate to respond positively to new stimuli and the complexities of change. While it is not easy for correctional institutions to duplicate the whirling atmosphere of the world outside, if rehabilitation and return is our goal, we must make every attempt to approximate the outside challenge in order to cushion the shock of readjustment as the day of release approaches.

Laurence J. Peter (1969), in his book The Peter Principle, makes the blunt assertion that in the escalation of persons in the modern success syndrome, each of us tends to rise to a level which lays bare our incompetence. What he means is that the individual who succeeds at one level of adaptation is frequently promoted to a new position of responsibility, until finally he reaches a level at which he is unable to make a creative response. This may lead to self-doubt and depression. Therefore, the author argues, a man should resist promotions and concentrate on developing all of his abilities at the level of his greatest competence. The pressure of promotion may make a man a social drop-out, an alcoholic, or a criminal. Now, it is unreasonable to expect any institution to effectively deal with this complete variety of needs. But to understand our task enables us to move in the right direction, even if we cannot fulfill all of the specific requirements of our calling.

## The Challenge of Methodology

Let us then turn to the area of methodology. Some years ago I visited an eastern penitentiary near Bucknell University. In the great dining hall, inscribed in concrete, I think I still remember words which read: "The past is irrevocable. Wise men have enough to do with the present and the future." If my recollection is sound, those wise words were meant to turn the attention of both the inmates and prison personnel to the basic purpose of the institution--to prepare man for a normal life in the outside world.

What then is the methodology? First, I think we must take into consideration the realities of the prison setting. To be sure, certain inmates must be submitted to maximum security, but every effort should be made to provide opportunity and incentive for inmates to move to less restrictive life styles within the prison walls. I am fully aware that if the concept of the "trusty" is to be expanded to provide more and more freedom and self-determination within the prison walls, most of our institutions would have to undergo substantial physical renovation. This means money; and money is one of our basic problems. While the institution cannot duplicate a civilian setting, it can create an incentive for the inmate to move to greater and greater liberties as he proves his dependability. As soon as it is feasible, inmates should be granted privacy with their families and opportunities for intimacy with their wives. I realize that this has serious complications, such as the possibility of conception and added responsibility, but I think this risk would bring more positive results than the present sexual distortions which accompany prevailing prison life styles.

Now I am not naive enough to underestimate the propensities of rash, unredeemed, and psychically unbalanced killers. Institutional experts, I believe, are prepared to make judgments regarding good or poor risks, but the other inmates should not be penalized by undue repression. Opportunities to demonstrate self-control and reliability in the prison setting is a part of the rehabilitation-return expectation. In addition, the direction in some states toward broadening the orbit of probation, so that law breakers may serve their period of surveiliance outside the institution under the supervision of probation authorities, is sound. Many of these law breakers could be saved the hurt of institutional incarceration, pay the penalty for their act of disobedience, follow a less costly course of rehabilitation in the outside world, and forego the shock of prison confinement.

Secondly, the educational program for inmates must include four basic ingredients. First, an opportunity for academic upgrading, to increase the general comprehension and competence of the individual. Second, with the assistance of well-trained librarians, inmates could be encouraged to read and research subjects in the process of self-education. Third, transitional occupational skills should be taught. Every effort should be made to match the inmate's occupational experiences with the labor market needs outside the walls. This requires futuristic planning since many of the inmates are incarcerated for long periods of time. Fourth, work opportunities should be provided to enable the inmate to participate in his own self-support and to accumulate savings which might be used upon release. Where the inmate has a dependent family, part of his earned income could be used to assist in family support. Fifth, serious attention should be given to the spiritual reorientation of the inmate. Many institutions have been working on this agenda for years.

The aim of these suggestions is the encouragement of social responsibility. The criminal may justifiably blame society for his plight, but society has a right to insist that this same individual assume his share of the load in correcting society's mistakes and to insure a better opportunity for succeeding generations. The correction institution is striving to make an ally out of an enemy, and a social contributor out of a drop-out.

Educational television offers correctional institutions an excellent opportunity to have the inmate share in normal educational procedures. Even if he is behind bars, a TV instruction class which is simultaneously shared by the outside world and the inmates builds a connection with the world outside the walls and enables the inmate to maintain his civilian identity. Special, closed circuit television could be arranged utilizing able teachers in the outside academic community, as this too would strengthen the bond between those within and those without the walls.

Conrad Adenhauer, the German statesman, once said: "History is the sum total of things that could have been avoided." Certainly this could be said of thousands of young Americans who are today in prison. The basic task we face, however, is getting them out of prison, successfully reorienting them for responsible roles in society, and increasing their personal confidence and self-esteem.

All educational methodologies, employed under any circumstances, are invoked with two basic assumptions. One, that the native potential of the individual must be elicited. In fact, one definition of education associates the word with the Latin educio, which means "to lead out." That is to say, to stir the creative possibilities within the individual. Second, education must provide the stimulus of new knowledge. One simply cannot negotiate effectively in the modern world without increasing amounts of knowledge. Ignorance breeds dependence and failure. This is bad news for any repressed minority.

You've heard the story, I am sure, of the man who came home from work and was greeted by his wife. She had an anxious look on her face. He knew it meant trouble. "Honey," he said, "please, no bad news tonight. I've had a terrible day at work, and I can only stand to listen to good news." Whereupon his wife relaxed, smiled, and said: "Honey, God has blessed us with seven beautiful children. Today, six of them did not break their leg!"

Well, the vast majority of Americans, black and white, are not in prisons, are not on dope, have not dropped out, and present no urgent problems to society. But too many of them are in one or all of these difficulties. One can only account for the large number of black inmates in correctional institutions by giving credence to these words of Whitney Young: "America cannot ask the black man to be responsible without giving him responsibility for his own destiny; it cannot ask him to exercise discipline unless it allows him the power to control his own life." It is the task of the correctional institution to provide inmates with the incentive to rehabilitate themselves, not because of their opportunities--but in spite of the lack of them. The weight of this responsibility is frequently too much for men and women who live constantly at the breaking point.

## Spiritual Horizons

Finally, the basic challenge to corrections is that of lifting and enlarging the spiritual outlook of those we seek to serve. The loneliness of people in trouble may often constitute their largest impediment. A conception of life meaning that pits the individual against the universe in a totally hostile environment is self-defeating for the individual with all the cards stacked against him. A sense of security derived from a reasonable view of a supreme being whose compassionate concern for all men is constant, provides a redemptive reassurance for the dejected and defiled (Keen, 1969). To know that the creator of all things is still interested in us, in spite of our mistakes, gives a sinking man a lifeline to build his hopes upon. All of the great religions of the world have done just that.

The ethical view of society and the self, which proceeds from a notion of a loving creator and sustainer of life, furnishes a base upon which a new system of social responsibility can be constructed. This is why the services of chaplains, who possess a broad view of God and man, are indispensable to the rehabilitation of correctional institution inmates. Even if the inmate rejects the service of the chaplain or distains divine notions as irrelevant, the fact that the man of God is present and available is reassuring. Many men reject theistic presuppositions about the meaning of existence, until they have completely exhausted every other alternative. Then, like the prodigal son, they turn toward home. Henry Vandyke puts our task in a neat poetic package when he says that the object of living is:

> To be glad of life because it gives you the chance to love and to work and to play and to look up at the stars . . . to despise nothing in the world except falsehood and meanness, and to fear nothing except cowardice; . . . to covet nothing that is your neighbor's except his kindness of heart and gentleness of manner; to think seldom of your enemies, often of your friends and every day of God. . .

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# CAREER DEVELOPMENT OF OFFENDERS IN THE CRIMINAL JUSTICE SYSTEM

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In recent years the state of California had a well-known prisoner who was paroled and later was charged with parole violation. But instead of submitting to parole revocation, he absconded to another country where he still resides. He is a militantly hostile critic of the prisons and indeed of United States society in general. His name, as you already know, is Eldridge Cleaver.

Cleaver's book, Soul on Ice, tells very bitterly of his experience with prisons and prison guards. No one could possibly accuse Cleaver of being too kindly in his appraisal of prison personnel, nor would anyone expect him to have any friendly words on the subject at all. And yet it was Cleaver who could write about a teacher he knew at San Quentin, using these words, "During that time a saint walked the earth in the person of one Chris Lovdjieff (Cleaver, 1968, p. 41)." He tells about this teacher, Lovdjieff, a man who taught a wide range of subjects and who demanded more work and attention from his inmate students than any other teacher, but always had more men wanting to get into his class than could be admitted. In Cleaver's account Lovdjieff is a man who loved learning and loved people just as much. His gift was the figt of utterly simple and honest caring. Just as he could break through the flinty hostility of even an Eldridge Cleaver and win his respect, he could also awaken motivation and get men so interested in learning that they would subject themselves to the rigid discipline that Lovdjieff would impose in his classroom.

An equally impressive example of a somewhat different kind is found in a recent book entitled Killer (Gaddis and Long, 1970). It is the story of one of the most degenerate criminals our country has ever seen, a man named Carl Panzram who was executed for murder after a career that included over twenty murders and hundreds of barely lesser crimes. Panzram had a persistent and deep hatred for all human life even though he had high intelligence and did an impressive amount of reading and some writing. His career was a bleak succession of callous criminal acts with never any sense of remorse or guilt. But there was one, and only one, person in all his career for whom he felt some respect and warmth, and it was that person who awakened in Panzram an interest in the good literature that he enjoyed for his remaining years. That influential person was a guard in the District of Columbia Jail, a man named Henry Lesser. And the factor at work here was again the simple, honest quality of caring.

This all has more relation to the business of career education than may first appear, for it is basic to the special problem we face in promoting education in the correctional setting. It is the vital need for social skills to supplement vocational skills; the recognition that knowing is prerequisite to the use of job skills.

Whenever any of us goes to work he must have these two kinds of skills. He needs the basic, identified skill for accomplishing the job, and that is the more usual and obvious focus of vocational training. The other, the social skill, is equally essential but is so taken for granted that we seldom even think of it. It includes such homey details as the ability to set an alarm clock and get up in the morning, even Monday morning. The employee must arrive at work on time and in appropriate dress. He must take only a reasonable amount of time for coffee and lunch breaks and must come reasonably close to giving his employer a full day's work. He needs to know how to get along with his fellow employees and with his boss. He must be able to accept supervision on the job without taking criticism as a personal affront. He even needs to know how to leave a job without giving himself a bad record.

These are the skills that we much less often try to teach, partly because they are so taken for granted that we ordinarily cannot get funding for such teaching, and partly because these skills are so intangible and inordinately difficult to teach. Particularly tragic is the fact that prison life tends to defeat many of these skills. We deny the prisoner the opportunity to practice his own responsibility for getting to the job, for instance. And prison is seldom a good place to learn trust in one's fellow workers. The social skill that is so essential to pursuit of a work career is the capacity to trust other people and to believe that even one's boss means well and might just be a decent sort. If our inmate student cannot come to believe in that possibility, then there is nothing in vocational or academic skill that will make him adjust successfully.

This is the significance in the experiences of Cleaver and Panzram. If those men could be touched even a little by contact with persons who deeply care, then the potential for helping less seriously disaffected prisoners should be tremendous.

The quality of caring is, of course, closely associated with the matter of expectations and the self-fulfilling prophecy. Some fascinating research has been done in this area, one example of which, by researchers Rosenthal and Jacobson, was supported by the National Science Foundation and reported on in 1966. One experiment was in an elementary school with eighteen classrooms. After giving the children a test intended to predict intellectual growth, the experimenters picked about 20 percent of the children and reported them to their teachers as the ones who during the year ahead could be expected to show a spurt of academic progress.

In actuality, and unknown to the teachers, the names were picked only by the use of a table of random numbers. The progress of the children then was monitored carefully through the following year. The results were complex, but reduced to the simplest comment, the children falsely designated to be the intellectual bloomers did in fact show more progress, and furthermore, they were rated by their teachers as being more interesting and appealing. Other research projects with children, adults, and even animals, have shown similar results related to expectations.

What a profound implication it has for career education in corrections! Here we have a classroom full of convicts. It is absurdly easy for the teacher to approach them with the certain feeling that they are categorically inferior stuff, and so the results are depressed accordingly. Admittedly, it is hard to be optimistic in this business, but on the basis of what we know about self-fulfilling expectations, a measure of optimism along with the capacity to care is indispensable to the prison educator.

## The Need for Motivation

An integral part of this issue is, of course, the matter of the student's motivation. Anywhere that two or more corrections people are gathered together to talk shop, someone is certain to observe that the real and insoluable problem is that so many inmates lack the necessary motivation. True enough, and what we really would like to know is how we go about generating motivation in students such as ours.

Probably most usually motivation is generated through the charisma of certain inspired leaders (Cleaver's Lovdjieff, for instance) or more usually when the prospective student comes to believe that something he wants is in fact attainable by him and worth his effort to get it. Our prison student body is a failure-prone group. As Karl Menninger says, these are the people who have even failed at failing. That is, they are the ones who have gotten caught. When you have failed at so many things for so many years you naturally tend to protect yourself from new failures by not launching new endeavors. And this then appears as lack of motivation. The antidote, if any, will be found in whatever experience we can institute for the student which is rigged for success.

In Minnesota we designed a program for older teen-agers on probation. It was set up for those youngsters who had very low self-esteem and who were failing in school due to this and their resultant low motivation. This was a weekend aviation program. We would take a class of a dozen of these boys and give them fifteen Saturday mornings of instruction at a local airport in all aspects of flying except actual pilot training. (Every third class was for girls.) They were trained in weather observation, theory of flight, and the systems of navigation. During the fifteen week course, they also had one short local flight and a visit to observe activity in a control tower. At the end of the course, their final exam consisted for an all-day flight on a three-point circuit over two states. For this flight the boys themselves, traveling in three planes, had to make the preliminary weather checks, map the route, prepare the flight plan, and actually navigate the planes.

Now most of us involved in setting up this program saw it as something exciting and exactly what we all would have loved to be involved in when we were kids. Consequently, we were a bit disappointed and surprised when our probationers did not respond with a similar eagerness, but in fact, showed a tendency to drop out in the first two or three weeks.

Actually, we should not have been surprised, for this only showed that we were getting the right boys in it. These boys were already conditioned to failure and in being confronted with the technical world of aviation they saw only a bigger chance for new failure, which they could avoid by dropping out.

What it meant was that we had to sweeten the bait by putting that first plane ride very early in the program, and we had to make sure that their instruction proceeded at only the rate that every one of them could manage it. It had to be designed and conducted so that at the end of every class session every boy left with the satisfied knowledge that he had been able to master every bit of instruction given that day. In other words, every Saturday morning class had to be a success experience if these boys could be expected to stay. At the end of the course we topped it off with a ceremony, a dinner for the boys and their parents at which each boy was given a certificate.

Our general observation was that this program had a brightening, motivating effect on most of the boys. We were not trying to make aviation workers out of them specifically, but were trying to let them demonstrate to themselves that they had the capacity to prepare for an interesting career in an exciting technical area if they wanted to. There was simple, practical generating of motivation in the fact that these boys with their low self-esteem found that after just fifteen Saturday mornings they could actually make a flight plan and navigate a plane successfully on a six hundred mile, three-point circuit.

This experience demonstrated too, the essential nature of reward as a factor in motivation. The rewards were natural and inherent in the conduct of the program as the boys had the excitement of the occasional plane ride, the chance to work around the hangars, and finally the recognition ceremony. The natural learning process for children in normal situations is promoted by both rewards and punishments. But in the corrections field we have relied far too heavily on the negative kind of inducement and often the closest an inmate can ever get to reward for accomplishment is simply the absence of punishment and harassment. If we expect to enhance motivation we desperately need in the prison system a means of reward, and in any prison school the successful teacher will be one who finds ways of giving rewards for solid accomplishment.

There is an art to this, of course. Sometimes there is a thin line of distinction between rewarding and bribing. Many a teacher has made the mistake of crossing that line and in doing so has lost the respect of his students. Rewards will be simple, intangible, and often unexpected, as contrasted with bribes which will be more substantial and offered in more of a bargaining context.

A very effective reward, for instance, may be no more than a warm and genuine word of praise. There must be emphasis there upon that word genuine. Your words of praise are far better left unsaid if they are not utterly honest. A fairly substantial reward may be an occasional chance for a class to have an extra thirty minutes of out-of-cell activity time;

or anything of this sort that helps to reduce institutional boredom and give a bit of status, as long as it is given in recognition of actual good performance. In general, the most effective reward of all is just the exhilaration felt by the student when he knows he has gotten a good grade or mastered a process in a learning experience which he entered with low expectations. This, of course, reflects the conceptual base of the programmed learning technique, of setting up the student for progress by minute easy steps and the satisfaction of one success experience after another.

## By Your Pupils You'll Be Taught

Then there is the bold new possibility in corrections that we may use the ultimate reward of letting the pupil become the teacher. The field of corrections has been showing some interesting phenomena occasionally in respect to its capacity for change. What is yesterday's blight sometimes emerges as today's new advance after it has had the advantage of some revision by an imaginative administration. For instance, many decades ago North Carolina developed a large complex of road camps all over the state and these became a part of the repressive chain gang era of corrections. But a few years ago under some courageous leadership, the old road camps were converted to a state-wide network of work-release centers and North Carolina was suddenly one of the out-front states as it metamorphosed a repressive old program into a bright new asset.

In another example, the old juvenile training schools typically used some of their bigger and tougher boys to help monitor and control groups of other boys, and this practice carried with it a vicious bullying that made a disgraceful condition in many of those institutions. But then the Highfields program came along and showed us a dynamic, constructive, progressive way to use boys or girls as their own change agents, and again a repressive condition was converted to something new and helpful.

Consider the possibilities for such a metamorphosis here in respect to teaching. In prison after prison across this country the wardens have been plagued with restrictive budgets which usually have provided for almost no teaching staff. As a result, in most prisons at one time or another there has been heavy dependence upon inmate teachers if any educational program at all was to be had. However, the classrooms with inmate teachers prove to be only as effective as classrooms with untrained teachers. As budgets gradually improve, the institutions take pride in being able to discontinue the inmate teachers and replace them with a trained teaching staff. That's fine as far as it goes, but now perhaps we should not be so hasty about throwing out the inmate teachers as the civilian teachers come in.

Nothing is so educational as the process of teaching. Of course, the old practice of picking some inmate with some education and letting him do some relatively unsupervised teaching is poor stuff. But why not convert that old practice to a well-designed plan for training inmate teachers and giving them a more vital responsibility with some inspired and skilled supervision?

At present we typically keep an inmate in some routine prison job until he gets within six months or so of his probable release date, and only then will he be admitted to a vocational training course. There is some practical sense to this, of course, but for some inmates there would be more sense in a plan to admit them much earlier to the training, train them not only in the basic skill but also in the skill of teaching. Then for such an inmate the completion of the basic skill training would be followed by a prison job and real responsibility as a teaching aide. Whether or not this has useful effect in augmenting the regular teaching staff, it is about the best device we can use in motivating that inmate to change and grow. It not only forces him to sharpen his own skill but also would give him the most honest possible reward for his completion of training and give him a truly meaningful service to perform, that which there is nothing more rehabilitative in effect.

## Tie-In With the Outside World

If we are going to put the most effective polish on our career education programs, we will have to keep our inside classrooms rather vitally tuned in to the outside career prospects. This is made urgent by the fact that even the regular staff usually underestimates the inmates' isolation from the outside, and fails to appreciate their difficulty in retaining an accurate and balanced view of what is outside for them. Though the staff member is dealing with inmates every day, he himself is leaving the walls and returning to outside realities after every shift, and he may not think of the tremendous difference this makes between himself and the inmates in respect to a reality-based orientation to real life conditions. I am sure that often our lack of success in training an inmate for an outside career is due to our failure to convince him that the career opportunity does in fact exist for him and that the training we offer is in fact relevant to it. Inmates may err in the direction of unrealistic ideas of high wages they should make outside, or may err in the other direction of not believing the validity and usefulness of what they are being taught.

One useful antidote for this is used in a few institutions but by no means as systematically and thoroughly as needed. That is to bring in for meetings and consultation with the inmates a variety of outside persons to tell it repeatedly like it is. Some institutions are doing this with certain businessmen who come in and talk, particularly with pre-release groups. But it will be more effective when we work out an aggressive, systematized arrangement for a steady flow of guest lecturers or discussion leaders from a variety of the most representative outside industries. These also should be augmented by visitors who represent consumers of the training and employment services. Find some men and women who themselves have received trade training or employment counseling from such sources as the anti-poverty programs or even from prison programs. What's really so bad about letting an ex-inmate come back into prison if he has a useful message about how he is making a go of it out there? These types of people will not give such a polished presentation, but what they have to say will be especially credible to your students.

## Career Education for Staff

Career education in corrections must also become available to staff. Of course, we are not in the business of running institutions in order to provide jobs for staff, but when staff are better trained and happier, we will have better impact upon inmates.

We have traditionally structured our prison staff in such a way to provide virtually dead-end careers. Custodial staff and treatment staff become a dichotomy that permits no crossover, and while a guard can aspire to promotional opportunities, it is typical that the limited number of upper level jobs and the large number of guards competing for them result in long waits for very unlikely opportunities.

The job of prison guard today tends to be a thankless and discouraging one. The function is narrowly defined and fairly routine, the future is unpromising and the daily satisfactions are very limited. Under these conditions, and with prisoners becoming more militant and provocative, the prison guard position must be overhauled if it is to survive. So some day its range of responsibility will be considerably widened. The likely plan will be to abolish the casework staff that most prisons now have and give this role to the custody staff. At the same time the custody staff must have much more sophisticated training and more promotional opportunities.

Under this concept a guard may still enter the work with only a high school education, but he will immediately be given pre-service training that is coordinated with the long-range and continuing in-service training. As a custodial officer he will have gradually increasing opportunity to carry responsibility for some counseling; perhaps for conducting group discussion sessions, perhaps for some teaching, and these in addition to regular custodial duties.

To be promoted to Lieutenant, he will have to have at least a B.A. degree if such were earned before entering this service, or else two years of college if this study was in conjunction with his work and in courses designed for this purpose.

In ths system we will have a nearby college offer the appropriate curriculum, and we will set up the classes at such times and places to make attendance for guards feasible and convenient. Completion of various stages of the college program will qualify the guard-student for various new duties in the institution, giving him improved lateral and upward mobility and improved job satisfaction. When the guards have this more professional level of training and function, we will also have a better argument for higher salaries for them.

It sounds like a rosy, impractical dream, of course. Where is all this money going to come from to provide training and better salaries? Of course, it will not come about next year, but we can be quite sure that it will happen much sooner than we would ever have expected. The field of corrections is recently experiencing some abrupt and substantial changes. And change begets change. Correctional institution people are notoriously resistant to change, but lately changes are being forced upon them, and when one substantial change is experienced and survived, it makes the next one easier.

The reality today is that if we do not institute needed changes ourselves, our more sophisticated inmates and their lawyers will do it for us. Prisoners have two routes they can take to accomplish change. One is the route they have taken periodically ever since there have been prisons--direct action in the form of violent disturbances. The other is a new route which has been available to them only in the last few years since courts abandoned the old hands-off doctrine. That is legal action through the courts, and it has produced substantial changes in state after state in the last five years. Through the effect of direct prisoner action in San Quentin, Attica, and Rahway, to name a few; and the legal action of courts in Rhode Island, Philadelphia, Maryland, Virginia, Arkansas, and Mississippi, to name a few, legislatures are on notice that they will have to support some greatly improved correctional programs.

Certainly you will see and be a part of changes such as these in respect to career education for both inmates and staff. Today there are practices and philosophical concepts in this field which would have been preposterous to propose or predict twenty years or so ago. And of course, the rate of change is accelerating. You have the privilege not only of observing it, but also, if you choose, of keeping a stride or two ahead of it and being among the leaders.

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# THE LEARNERS IN CAREER EDUCATION

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## Part I
## Introduction

> I've been a free man now 47 days.
>
> That may not seem like much to you, but these past 47 days for me have often been very trying, very complicated, very frustrating days.
>
> My problems began the day I was released (Valler, 1972)

The fact that these words were spoken establishes the need for a program of career education in the correctional system today. The day of release should be a day when new attitudes, knowledge, and skills gained in the correctional process are taken into society to be used in a constructive, rewarding way. Too often, the opposite is true. The offender, at best, may have been exposed to some educational or vocational training (often outmoded); at worst, incarceration has meant a change only in a negative sense. The literature is replete with citations of failure. "(Corrections)... is burdened with a performance record that would plunge any business into bankruptcy (U.S. Chamber of Commerce, 1972)." A bankrupt business cannot be aided by either continuing present practices or by everyone simply pointing out the bankruptcy; neither can corrections. What is needed is a solution or solutions that will break the cycle of failure that is too costly in terms of human and financial resources.

One answer that is proposed is career education--a lifelong process which involves a series of experiences, decisions, and interactions from which basic knowledge, skills, and attitudes are derived that result in the formation of a viable self-concept and provide the means through which that self-concept can be implemented both vocationally and avocationally.

To achieve career education in a correctional setting is to recognize two needs--a plan for the learners, and staff development to support career education. It is the purpose of this paper to discuss each of these needs separately to facilitate understanding, while recognizing that the two needs are present concurrently and that the process of meeting the needs is continually developmental.

## Plan for the Learners

A plan--an operational description of the goals to be accomplished--must evolve out of the needs of the learners. In career education in corrections, every offender in a given correctional setting is a learner. The needs that evolve will be as many and varied as the learners involved. Yet, there are, for practical and theoretical reasons, common considerations that may be made about the learners while developing a curriculum--the totality of learning experiences and environments purposely created and contrived to bring about desirable changes in basic knowledge, skills, and attitudes.

### Consider Population

Considering the population in relation to development of a curriculum in career education in corrections means more than a mere collection of data that is generally compiled in correctional settings. Indeed, the traditional data compiled do not include the concept of career education. The usual battery of tests reflects an attitude that the offender being tested is a statistic to be measured, compiled, and recorded. Seldom is interpretation of the findings done with a learner's needs in mind.

The logical point to begin in considering the population in relation to developing the curriculum is by asking the questions: "What are the potential clients like? What are their past career experiences? What are their potentials?" Many lists of offender characteristics have been made. While generalized judgements are dangerous if allowed to influence attitudes in every individual case, some statistical evidence has yielded the following points (Ryan, 1972):

1. Eighty-five per cent (85%) of offenders are high school dropouts.

2. Nearly all (offenders)... lack the educational, vocational, and social skills for entering and maintaining gainful employment.

3. (Offenders)... manifest distorted value systems. Their values are not consonant with the values of a work-oriented society.

4. Because of their deficiencies in decision-making, communication, occupational and social relationship skills, (offenders) are denied full opportunity for progression on a career ladder.

5. (Offenders) are insecure, have a low self-image and lack self-discipline.

6. (Offenders) are unable to achieve satisfying and productive participation in civic and community affairs relating to the world of work.

The answer begins with the intake testing program for potential clients. At this point traditional testing, although useful in considering the general population, breaks down. No battery of tests given at reception centers or institutions will give information to determine career education placement. This cannot be overemphasized. Use of such measurements in the past has resulted in today's often irrelevant "vocational" programs in our institutions:

> The result is prisoners have been trained in ladling soup, cutting hair, stamping license plates, and weaving denim cloth. The result is that if a prisoner learns a skill which he can sell in a civilian labor, it is almost an accident (Hoyt, 1972).

It is apparent that meaningful intake and supportive testing or measurement for career education must be designed in terms of levels and goals of career education. Intake measurement provides quantitative data that forms a foundation for providing learning activities and experiences related to the needs of the learner. In career education input data must relate to the important variables of the system such as occupational requirements, employment opportunities, societal needs, and community awareness. An assessment of the basic knowledge, skills, and attitudes which the client brings must also be determined. These must be measured in terms of awareness, exploration, skill development, placement, and followup.

Supportive testing or measurement continues as a client moves across the career education continuum from awareness to followup. The only way that reliability of data can be assured and output data measured is to construct the instruments specifically to reflect the career education motif.

## Conclusion

The place of the learner or client in career education must be assured through first acknowledging or establishing the need for career education, and then formulating its goals, subgoals, and objectives. Once this is done, careful consideration must be given to the population as the curriculum is developed. Finally, the learners must be assigned, and their progress measured by development of proper intake and supportive tests.

The question may now be asked, "Is the program now in optimum condition?" The answer is, "Not yet." There is one other aspect to be considered -- staff development to support Career Education in Corrections. This will be Part II of this paper.

## Part II
## Introduction

The key to the efficient operation of a system in career education in corrections is the staff. No matter how carefully a curriculum is designed or learners are assigned, the program will not, and indeed, cannot, succeed if the staff is not developed to support the goals, subgoals, and objectives of the program.

The staffing function in career education is more difficult because career education means that the total staff must be involved. Every member of the staff must develop the knowledge, skills, and attitudes needed to implement the program. This concept, while exciting, is also frightening. It poses new concepts in staffing patterns and training that breaks down the traditional areas of responsibility or, from a bureaucratic viewpoint, "spheres of influence." Education is no longer confined to a classroom. Vocational training is no longer confined to the shop. Food Service becomes a learning experience and not just a necessity for maintenance of the clients. The administrator does not issue orders to learners who learn. Everyone on the staff becomes a teacher-learner. Every learner could be a teacher. As Worthington (1972) states, "(we must) ... be able to begin to cope with the strains of a 'super-industrial age.' You must shift your education into the future tense." To do this means staff development and training.

### Meaning of Staff Development

Staff development means the continuing, organized efforts to assist staff to develop the knowledge, skills, and attitudes needed to implement the career education system. As Marland has stated:

> Educators must be bent on preparing students either to become properly and usefully employed immediately upon graduation from high school or to go on to further formal education. The student should be equipped occupationally, academically, and emotionally to spin off from the system at whatever point he chooses -- whether at age 16 as a craftsman apprentice, or age 30 as a surgeon, or age 60 as a newly trained practical nurse (Marland, 1971).

Obviously, to achieve such a goal, staff training/development must take place. This development takes place at two different levels: pre-service and in-service training. It is necessary to consider each type of training in general and then to develop, operationally, an outline for staff development.

### Pre-Service Training

Pre-service training may be defined as "...a planned program of activities designed to orient the new (staff) and to provide him with

7. (Offenders) are not aware of their own capabilities and potential for achieving personal satisfaction and contributing to social well-being.

8. (Offenders) have little opportunity to explore the opportunities in the world of work, to become acquainted with the clusters of occupations which constitute the world of work.

9. (Offenders) lack skills for successful employment. They are not familiar with job-seeking techniques. They have had little experience in the world of work.

Given this kind of population or client-groups, it is obvious that the curriculum must be developed to provide the basic knowledge, skills, and attitudes to overcome the weaknesses and lacks in relation to career education.

In terms of specific activities and operations needed to consider the population, traditional measurements can be utilized as one tool to ascertain the exact client-group characteristics in a specific correctional setting. Data from the records on social-cultural, economic, and personal-psychological characteristics can serve as a starting point. Further, any curriculum design must consider that clients will be at various levels for any of the curriculum goals, subgoals, and objectives (Ryan, 1972). Indeed the curriculum must be sequentially organized; an integrated structure in the educational program; be flexible enough to allow each student at each educational level to make choices from the broadest base of knowledge; be student centered; include job skill preparation; include awareness, orientation, exploration, and implementation; be responsible for the individual until he has been placed, adjusted, and promoted; and give an opportunity for the student to participate in concrete learning experiences (Ryan, 1972).

Given the population found by the principles and operations discussed to this point, and a curriculum designed on the principles the population dictates, the assignment of the learner becomes the next task to be considered.

## Assign Learners

To assign learners means the identification and selection of individuals for whom the curriculum has been designed (Ryan, 1972). Assigning learners also means making individual assignments of each learner into a series of appropriate learning experiences and career guidance experiences. This presupposes several things: that the goals, subgoals, and objectives have been established; a curriculum based on these is developed; and appropriate instruments of measurement have been created. Since career education by its very philosophy sees the entire population as learners, this is not a process of selection, but assignments. The central question is then, "How is the assigning of clients accomplished?"

the knowledge, skills, and attitudes for effective performance (Ryan 1972c)."

In a general way this training should be based on a careful assessment of the kinds of prerequisites to be met by a staff member beginning a career education program. While these will vary somewhat from correctional setting, minimum prerequisites would include the following:

1. Knowledge of the correctional setting as a total.
2. Knowledge of the basic concept of a career education system.
3. Knowledge of the relationship between the setting and the system of career education.
4. Knowledge of the general situation in "the world of work" both inside and outside the correctional setting.

> When seeking community resource assistance, correctional educators must have some specific ideas of the kind of help they need. This means they must be well grounded in the concepts and practicum of career education. Only then should they approach community organizations to describe the concept, the problems, and what help they believe they need (Burt, 1972).

To provide this kind of initial foundation or orientation is the purpose of career education pre-service training.

## In-Service Training

In-service training may be defined as "...the process which involves the continuing provision for short-term educational experiences of incumbents, aimed at contributing to professional growth and development, and improvement of the instructional program (Ryan, 1972c)."

In-service training provides a forum in which to update, refine, expand, and amplify the basic foundation set forth in pre-service training. But, it must be more if it is to contribute positively to the career education program. In-service training is the time to sharpen basic knowledge, skills, and attitudes necessary to a successful implementation of a career education curriculum.

## An Operational Example

Pre-service and in-service training must be organized in a systematic, logical, sequential plan of learning experiences and activities if the staff is to come to understand career education in corrections; that is, there must be a curriculum with units and lessons. Following is a sample of what one unit and one lesson in that unit for pre-service training might be like:

## Sample Unit Plan

Unit I

Topic: Basic Concepts of Career Education

Time -- 3 sessions, 1 1/2 hours each

1. Objectives:

   To acquaint the staff with the basic concepts, terms, goals, sub-goals, and objectives of career education.

2. Preparation:

   Developing pre-test instrument. Begin with discussion about career, education, and concepts, terms, etc., related to subject area.

3. Teaching Aids:

   Posters on careers; phamplets on job requirements.

4. Motivation:

   Recorded comments by clients on their desires for careers. Pertinent readings, films, records.

5. Suggested Pre-Test Content and Order for Each Lesson

   a. Motivational activities

   b. Discussion for content and vocabulary

   c. Lecture - Discussion

   d. Questions - Answers

   e. Individual/Group Activity

   f. Discussion

   g. Post-test

6. Unit Summary

   Individual-Group use of concepts of career education in papers, discussion.

7. Unit Evaluation

Devising by the class of a plan showing how the basic ideas relate to a specific institutional area to show competence.

### Sample Lesson Plan

Curriculum: Pre-Service Training Career Education

Unit: Basic Concepts

Lesson: Vocabulary Mastery of Basic Elements.

Lesson Objectives:

1. Be able to define career education.
2. Be able to list/define five levels of career education.

Media/Method

1. Tape recorded motivational comments
2. Film loops - career education
3. Illustrated lecture
4. Transparencies: terms

Material/Equipment

1. Dittoed lesson outline and schedule
2. Tape recorder
3. Overhead projector

Motivational Factors

1. Listen to recorded comments from clients

Presentation

1. Lecture - Discussion
2. Show illustrations using transparencies
3. Show film loops

Application

1. Group activity on game like scrabble using basic terms

2. Instant recall through group discussion.

Evaluation

1. Post-test

2. Evaluation rating sheet

Pre-service training would deal with the conceptual areas of career education, presenting and preparing to implement the plan. In-service training would center around revisions of curriculum, working out inconsistencies or problem areas, and continuous updating.

## Summary

The purpose of this paper has been to discuss the learners in career education--a plan for these learners and a plan to develop the staff to meet learners needs. If these plans are well-made and well-executed, maybe someday the learner will say:

> I've been a free man now 47 days.
>
> That may not seem like much to you, but these past 47 days for me have often been rewarding, very challenging, very exciting days.
>
> My problems ended the day I was released.

If and when these words are spoken, corrections will have succeeded and career education will have been the reason.

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## Glossary

Adjustment - Process of making personal modification or adaption in order to fit a situation or reach a state of equilibrium.

Behavior - Those activities of an organism which can be either observed or inferred by another person, including thinking, feeling, and doing.

Behavior Modification - Behavior may be modified by providing positive reinforcers for desired behavior while ignoring undesired behavior.

Behavioral Objective - Set of words which gives (1) a description of specific, pertinent, attainable, measurable, observable behaviors expected to result from planned intervention; (2) conditions under which behaviors will be exhibited; (3) criteria of effectiveness; and (4) limitations and constraints.

Career - Sequence of occupations and/or jobs engaged in or occupied throughout the lifetime of a person; total pattern of jobs held during a worker's lifetime.

Career Awareness - The state of understanding oneself and the life styles and activities related to different careers.

Career Development - Process of individual growth toward vocational maturity and self-identity, realized through a systematic sequence of work experiences and implemented in occupational roles and the self-concept.

Career Education - The process of developing knowledge, skills, attitudes, and values to equip individuals for fulfilling their unique needs for occupational choice, social and civic responsibilities, leisure-time activities, and personal growth and development accomplished through five levels: (1) awareness; (2) exploration; (3) preparation; (4) placement; (5) continuing adult education.

Career Exploration - The process of sampling a variety of occupations, learning the aptitudes, interests, and abilities required for different kinds of occupations, development of capabilities of goal-setting, understanding of risk taking and value structuring, and acquisition of the skills of decision-making.

Career Guidance - Activities and programs which facilitate career development in individuals.

Community - Body of individuals organized into a unit linked by common interests.

Concept - Major idea, thought, or notion.

Continuum - Uninterrupted, ordered sequence of events, activities, or concepts.

Curriculum - The totality of learning experiences and environments purposefully created or contrived to bring about desirable changes in the behaviors of a given population of learners. It is implemented in a defined setting, which includes the institutional environment and the extra-institutional environment serving the system.

Evaluation - Qualitative judgments describing the value or worth of any object, situation, activity, organization or structure in relation to a defined purpose; assessing input, process, output, and outcome in relation to a plan for accomplishing objectives.

Goal - Broadly defined statement of general intent, giving direction and indicating general nature of desired outcomes but not specifying characteristic of expected products.

Input - Whatever becomes subject to the system, or the material upon which the system operates. Action, information, or objectives which go into and contribute to the working of a function or element in a system.

Institution - Sum total of the patterns, relations, processes, and material instruments, built up around major human activities to regulate and standardize the behavior of the group.

Job - Piece of work of defined character undertaken for a fixed price.

Learning Tasks - Activities designed to implement pre-set learning objectives.

Lesson - The continuous part of teaching given to the learner or group of learners at one time to achieve a defined behavioral objective. Each lesson contains a behavioral objective, the strategies for achieving the objective, and learning tasks.

Lesson Plan - The plan by which an instructor can steer his classroom activities, his unit goals, and his instructional methods to daily fulfillment.

Method - The organization of prospective participants for the purpose of education, establishing relationships between the learner and the institution through which the learning task is accomplished.

Objective - A statement that describes in observable and measurable terms the expected output performance of the product of the system.

Occupation - Regular work, business, pursuit or means of earning a living.

Output - The product of a system; the result or outcome or processes employed by the system. In a flowchart it refers to a signal path leaving a function box. It can be a sequential signal, a feedback signal or a feed-forward signal.

Plan - An operational description of (1) the goals to be accomplished; (2) the specifications within which operations will be carried out to accomplish the stated goals; and (3) the description of operations to be implemented.

Posttest - Test given at the beginning of the program to determine changes in the behaviors of the learners.

Pretest - A test given at the beginning of the program to provide information about the extent to which the learners have achieved the curriculum objectives before participating in the program. The prestest measures knowledge, skills, and attitudes.

Sequence - The systematic order or arrangement of activities to be compatible with the way individuals learn; the timeline specifying the way in which the content is arranged.

Skill - Learned power of doing a thing competently; developed aptitude or ability, including one related to a specific job or occupation.

Solution - A method for settling an issue or answering a question. Solutions refer to methods which are hypothesized as possible means of accomplishing the mission.

Strategy - A predetermined plan that specifies the response to be given to each possible circumstance at each stage of an operation.

Subgoals - Collection of words or symbols describing elements implementing a given goal.

System - An organization or structure of an orderly whole composed of a number of elements related in such a way that each element and the totality of all the parts work together to accomplish the mission of the organization or structure.

Technology - Application of scientific principles to industry.

Unit - An organized sequence of learning experiences on a specified content area, to achieve a defined learning objective; plan to be used by learners and staff on a day to day basis for implementing and achieving all the philosophies, goals, and objectives of the curriculum.

Vocation - Committed or responsible whole in which one works both for self-fulfillment and for the fulfillment of others; includes both employed and non-employed activities in a life pattern which is deliberately purposeful; person-centered aspects of work.

Work - Activity calling for the expenditure of an effort toward some definite achievement or outcome.

Work World - Breadth of career opportunities.

# A STUDY OF ACADEMIC DEFICIENCY AND THE CAUSAL FACTORS OF DELINQUENCY AND CRIME

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A study was recently completed covering the causal factors of delinquency and crime. School failure is said to be the greatest single characteristic common to all delinquents and adult criminals. This study did not presume that academic deficiency caused anti-social or deviant behavior, but was concerned with the implications of educational involvement with criminality.

A research of the records of current incarcerated individuals at the Idaho State Penitentiary, Boise, Idaho, was conducted in 1972. Folders of incarcerated males were chosen at random from the files. One hundred seventy-three adult males with mental ability of 90 or over as revealed on a standardized intelligence test constituted the sample, taken from a total prison population of 396.

The mental ability score of 90 was set as the lower level for inclusion in the sample, on the grounds that a score of 90 or over was within the average range of intelligence, thereby eliminating the variable of mental incompetence. The test scores were taken from tests previously administered by the Prison Psychologist and the Director of Education. The instruments used were the Wechsler Adult Intelligence Test and the Stanford Achievement Test. Psychological test results, based on reports of psychologists from mental hospitals and other prisons, included the House-Tree-Person, Bender-Gestalt, Rohrschach, Thematic Apperception Test, and the Minneapolis Multiphasic Personality Inventory.

If results indicated an individual to be functioning in the retarded range of intelligence with the academic achievement level above the 6th grade level, the validity data was questioned, and the subjects were not included in results arrived at for this report. Academic deficiency was defined as more than two grade levels below the last grade completed in school. Academic subject areas included reading, spelling, and mathematics.

Of the 173 subjects in the sample, 60 were found to have academic scores two grade levels below their highest grade completed in school, indicating 35% of the total population falling within the normal range of intelligence to have an academic deficiency. The actual number of deficits revealed were: reading 21, mathematics 29, spelling 42. These figures reflect some individuals with deficits in more than one area. If a deficiency was found in only one area, the person was considered as having an academic deficiency. The research at the Idaho State Penitentiary indicated that at least 24% of those in the sample had impairments in reading and the related language skill, spelling.

A project similar to the one at the Idaho State Penitentiary was conducted in June, 1973 at the Youth Training Center of Idaho at St. Anthony, Idaho. The records at St. Anthony included test results from the Wechsler Intelligence Scales for Children, Wechsler Adult Intelligence Scales, Stanford-Binet Intelligence Test, Bender-Gestalt, Goodenough-Harris Draw A Person, Draw a Family Test, and Stanford Achievement Test.

School enrollment at the time of testing was 128, including 102 boys and 26 girls. A random sample of 25, including 20 boys and 5 girls, was taken. Only subjects with intelligence test scores and academic scores were included. Subjects with intelligence scores below the normal range of intelligence, that is below a score of 90, were excluded to eliminate the variable of mental incompetence. Academic test scores were considered adequate which indicated grade level of achievement from the testing in the area of reading which included language and paragraph meaning, spelling, and mathematics. The mathematics subtest scores were averaged to obtain an average level of achievement. The percentage figures were then computed from those indicating an average range of intelligence with academic deficiencies in one or more areas.

The results from the analysis of test data revealed that 19 out of 25 had an average or above range of intelligence. Fifty-eight percent had deficiencies in spelling, 84% in mathematics, and 74% in reading. Most of the subjects had deficiencies in more than one area, with a majority having academic difficulties in all three areas. Seventy-six percent had academic deficiencies in one or more areas.

The mean age of those tested was 17.1, with an age range of 15.0 to 18.2. The upper age limit in the state of Idaho for those considered to be juvenile is 18, however if a youth is sentenced to the Youth Training Center he can be incarcerated at that facility until he is 21, if his behavior so indicates. This accounts for the 18.2 age range in this report.

## Conclusion

The rate of reading retardation for juvenile offenders in Idaho closely parallels the rate in New York. Since the nationwide figures for the school population indicate one out of four with a reading deficiency and the juvenile records indicate three out of four with a similar deficiency, the implications for reading achievement as being a predictor or contributing factor for delinquency are serious.

When considering the implications of school environment and its contribution to juvenile delinquency, other factors should be kept in mind. Frustrations from the academic period of a student's life contribute to the way he views himself in relationship to other societal situations. Unable to keep up with his peers academically, the child's self-concept suffers, and he perceives himself increasingly negatively. The school compounds the problem by placing him in slower groups, applying constant pressure for improvement and rejection from the average flow of activities. School becomes punishment, and escape follows. He drops out, becomes truant, or just presents his physical being in class, making no attempt to fight the pressures. All too often in his attempt to establish some sort of identity for himself he turns to deviant behavior where he can gain recognition from others who are more understanding than his former peer group. The group becomes a powerful influential factor in his social adjustment. Thus with academic failure the seeds of social failure are planted in a rich and fertile environment. As the child perceives himself out of the mainstream of the social setting of school, he begins to also perceive himself out of the other social settings. He has become alienated from a significant part of his social environment.

Emotional disturbance which is part of the individual's self-concept may account for those academically deficient individuals who become social deviants. This however should not relieve the schools from accepting the challenge of the implications of academic achievement and deviant social behavior. On the contrary, it places the schools in the enviable position of being instrumental in bringing about the most effective change in social rehabilitation for delinquency-prone individuals than any other force functioning today.

# CHALLENGE TO CORRECTIONS

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Citizens today have not altogether accepted the fact that education, corrections, and rehabilitation are "good things." Many are questioning the results of our efforts--and too many of these citizens are expressing disappointment in our results. These expressions could be frustrating, but as professionals we must realize that it must be an incentive to closely examine what we are doing to gain these criticisms.

One thing is apparent--that the educational activities of our public schools and the correction programs of your institutions have many of the same issues confronting us in that we must face the demand for and the problem of "accountability."

It is not a matter of whether we concur or disagree with the need for accountability, this is one of our tasks. It is with us and it is our responsibility to cope with the many new implications brought forth by this public attitude. To us it may present the problem of our degree of awareness and our ability to change certain concepts of the corrections program. Accountability should not become a negative influence in any area of life's work. All professional people and business leaders, indeed each one of us personally, are confronted with this goal if we are successful, and we must accept the fact that in most cases we have not achieved the highest degree of accountability in our respective professions.

A survey released in February 1968 by the Joint Commission on Correctional Manpower and Training indicated that the general public attitude toward corrections is that our society has not been able to deal successfully with the problem of crime. There is a sense of disappointment in what has been accomplished through law enforcement, the courts, and corrections. People see the development of a criminal in many ways through parental laxness, poverty, unemployment, and bad environment. In the survey it was interesting to note that less than half (48 percent) feel that the main emphasis today is on rehabilitation, while 72 percent feel this should be the primary emphasis. A correctional institution is thought of first, by 71 percent, as living behind bars; and 15 percent feel that someone that is not really bad is often turned into a hardened criminal by the time he leaves prison. Although it is interesting that the public feels the correction system is currently inadequate, the same survey indicated 43 percent in favor and 40 percent opposed, with 17 percent not sure. When it gets down to the hard fact of who is going to pay for improved correctional rehabilitation programs, the public balks. Fifty-nine percent are not willing to see taxes raised in favor of better programs. This is indeed a paradox.

Have we failed in our accountability to the public, or have we failed to educate the public concerning the possibilities of the corrections program?

In a typical community of 1,000 persons, there are 24 illiterates, 34 persons who have left school before they finished the fifth grade, and 20 aliens. Adult education programs are reaching only 1.4 percent of the total group of functioning illiterate prople and only 2.7 percent of those individuals with less than an eighth grade education. Yet one out of every ten high school graduates who have not attended college receives adult education, and more than 20 percent of our college graduates are in adult programs. Some 25.5 percent of those people who have had more than 4 years of college are also receiving more education. It becomes evident that we are failing to reach those who really need the adult education services.

During the past 40 years we have made definite gains in elementary education in combating the illiteracy problem. In 1930, the percentage of illiterates in the United States was 4.8 percent, while in 1960 it was 2.4 percent. It may also be noted that continual gains are made in view of the fact that in 1970, 6.5 percent of the population 65 years and over were considered illiterate, 2.2 percent of those in the age group of 45 to 54 years of age, and only .6 percent of those in the age bracket from 14 to 24 years of age. This shows a remarkable gain in combating this problem during recent years.

There are very few 100 percent illiterates. A person might be able to handle decimals but can't read a connected sentence; or perhaps he can read and write his own name, or he can read a stop sign or the name of the street where he lives. Maybe he has a high school or even a college education in a foreign country, but still cannot read, write, speak, or understand English. There are problems developing in many communities because of the monolingual pupil. If current penal philosophy reasons there is a high negative relationship between years of education and indices of delinquency and crime, we can readily sense one of the reasons for the need of correctional programs in our institutions.

Another heartrending symbol of the era is the fact that many young people who have had educational opportunities have simply dropped out of the larger society and created one of their own--a subculture of drug consumption, communal living, and emotional exuberance. Many of these young people are incapable of facing reality in making decisions. Many were rejected and came from broken homes where they were thrown from pillar to post. Many were enticed by the surface glamour of selfish pleasure, lust, and sinful living to themselves with no concept or feeling for accountability. These young people come from a "counter-culture" so radcally different from the mainstream assumptions of our society that it scarcely appears as a culture at all. Many of them have challenged the courts, the schools, the police, the church, the military establishment, and even the ordinary conventions. Many of these young people are in our penal institutions and create another facet of correction and rehabilitation. This group may be more difficult to reach than the individual lacking formal education.

With the accent on intellectual and social achievement in the world itself and in the intellectual and cultural frontier, the inmate does not have the equipment that fits easily into society. He cannot readily find work regardless of whether or not he wants to work. The jobs he might find tend to be dead-end. He seems to be rejected on all fronts. He cannot easily return to school for there too his role is doubly hard and again he is rejected. The chances are great that he is retarded in his skills probably more as a result of his values, background, and experiences than as an outgrowth of a lack of innate ability. But the attitudes of other people do not distinguish between the two. He faces a bleak world and he receives little help in understanding either it or himself.

Although it may appear to many citizens that I have painted a dark picture, you have the insight and knowledge toward the facts to realize that this is your "Challenge to Corrections:" to instill in your charges the desire, will, and ability to return to the open society as contributors to a better way of life.

Although I have confined my remarks primarily to the adult basic education, we realize that more than one-half of the inmates who are privileged to enroll in your school programs are interested in vocational education. Penal institutions have done an excellent job and the results have been very gratifying in the occupational training. However, I would be remiss if I did not urge a close examination by both public school and institutional vocational educators to closely reexamine the instructional system to insure multiple entry and exit levels. A "zero-reject philosophy" must be adopted so that no individual will be denied entry into an appropriate level of occupational preparation in any job cluster.

The Division of Adult Education of the Colorado Department of Education has set objectives that the adult basic education program is intended to aid adults over 18 years of age who have less than the equivalent of an eighth-grade education. Major objectives of the program should provide individuals with opportunities to obtain: (a) basic skills in reading, writing, and arithmetic; (b) the ability to get or retain employment commensurate with their real ability; (c) knowledge of subject matter pertinent to the betterment of living; (d) educational competency which will enable them to benefit from occupational training; (e) competencies which make them less dependent upon others for the basic necessities of life and more capable of performing adult responsibilities.

Persons involved in the adult education classes should not be segregated into individual grades, but the schooling covers grades one to four, with the students accelerating as fast as their learning processes will permit, moving into the high school preparatory section of grades five to eight, and then into high school. There are special problems in teaching students "whose minds have slowed down" from the time they were children. It is a great challenge because in the regular day school with children of commensurate age groups you have an opportunity to mold the child, but in the adult education classes you have to unmold them and then mold anew.

In considering the value of adult education, we must realize that some of our best learning experiences come during our adult years. To children the acquisition of knowledge is something that must be accomplished in a certain number of years on a certain schedule. To the adult already "educated," the acquisition of new knowledge, new skills, and new cultural patterns can be exciting, challenging, and often deeply fulfilling.

We have perpetuated in varying degrees educational programs and practices that are unresponsive to the students' needs and interests. Some students actively resist while others have learned how to tolerate. The need continues to be great for more effective utilization of the human resources available to us in our institutions. In fact, I believe this to be one of our most urgent needs. Our programs generally continue to offer large numbers of very different students similar, if not identical, learning experiences through the use of the same materials, the same teaching procedures, and the same time allotment. We need to take a new look at priorities for individual students, with the full realization that at any one time what is most needed by some is not necessarily most needed by all. Substantial research projects have demonstrated that in educational programs, generally students assume passive roles while the teachers make the decisions, do the talking, and dole out evaluations.

After all, when all is said and done, education should teach us not only how to work hard and to work effectively, but even more importantly, to think intelligently, not to just amass facts, although we cannot disregard the factual information. It is this type of learning that is so important to the individual with whom you work. I am certain that this type of rehabilitation will assist the individual to conduct himself properly in the future after he leaves the institution.

It is important that students participate in the thrilling conduct of class experiments--not just to read about what others have done and swallow the facts cold. Good educational programs have been capitalizing on this philosophy for over half a century, not just stating facts but asking questions and tricking themselves and their colleagues into the amazing discovery that learning can be fun. When we are learning this way, we are thinking, and thinking is the very heart of good education. A good teacher helps his pupils discover how to think.

The most important ingredient in effective correction must be good teaching. This is essential. Then comes curriculum, good equipment, and lastly, adequate facilities. Inspired teaching can make learning sheer enjoyment, not work; and the more the individuals enjoy the experience of learning and the more they respect and admire their teachers, the more they seem to remember. I am sure you will all agree that whenever we look back on a wonderful educational experience, we are apt to recollect that it had a stimulating teacher and that the subject matter was not nearly as important as we at first may have thought it to be.

The good teacher must see in people not only what they are at any given moment, but what they would be if they were living on a properly balanced diet of experiences. He must have functioning respect for other people as possessors of ideas, feelings, and experience, a subtle sense of drama, and a certain non-routinized interest in life that exists side by side with necessary routinized interest. He cannot be simply a person of good will and generous impulses and large ignorance. He must know something well. Neither can he be simply a person who knows something well, but who is profoundly ignorant about the mental and emotional make-up of the adult human beings in the society in which he resides.

Most of your inmates lack two of the most important ingredients of a successful life--a positive self-image and self-confidence. Many of these individuals have the impression that self-image is a matter of conceit. It is up to the instructor to instill in the inmates an image of self-confidence that produces better communication. A prime function of education is to make each man feel important not only to himself but also to his fellowman.

Very often individuals violate the law because of their failure to communicate with other members of their society. This matter of the breaking down of communication is not that they didn't want to express themselves, but rather they did not know how to express themselves in an accepted manner. It is a fact that most law breakers cannot communicate, rather than they do not wish to communicate. This is one of the reasons why a study of the English language must be meaningful and different for the inmate. It is of extreme importance that the teachers speak the jargon of the inmate to help break down communication barriers. Very often as the inmate progresses he is not aware that the instructors are gradually decreasing their use of the inmate's speech form in favor of traditional English. It is also necessary that there be reading improvement classes for persons who can read little or not at all; and language classes for future citizens where those alien to it learn to handle the English language.

A valuable lesson in addition to subject matter area is that these men must be taught to trust someone. It is important that they learn to believe in others as well as themselves. Under the bravado of seeming self-confidence they are often terribly insecure and frightened men. When the inmates recognize this trust, they do not need to feel their classes are a part of the penal institution and consequently they can have a relaxed attitude toward learning.

Having accomplished this, and I realize it is not a simple task, it will allow the students more time to think and to evaluate the information as they go along rather than to high-pressure them into the mere retention of the masses of fact. The result is that later, when the necessity of greater decisions is thrust upon them, they not only will have stored and organized a vital reservoir of facts, but they will also have begun to learn how to evaluate and use them on the threshold of future adventures.

Often the inmates consider themselves academic failures, and this is where the instructor is valuable if he is not daunted by such attitudes. The teacher must possess the qualities that indicate the "impossible takes a little longer." For example, early counseling of the inmate gives the experienced instructor a pretty accurate estimate as to how long it will take the inmate to pass the General Education Development Test, particularly if this is fortified by the raw score and graded equivalency test results.

The variety of backgrounds and experience of the persons enrolled in correctional programs makes it necessary for teachers to have broader backgrounds of experience than is usual for high school or college teachers. In addition to their backgrounds of experience, the teachers must also be skilled in using instructional techniques that have proved successful with adults. Teachers who have the required background of experience and the instructional skill to meet the following requirements generally conduct classes that are successful and have strong holding power. Included among these traits I would think are:

1. An understanding attitude toward their students, leadership, tact, and patience are of great importance.

2. Mastery of their subject. To this should be added breadth of knowledge and experience in related fields. Practical application is an important factor when working with adults.

3. Ability to interest the group of students with a wide range in age, capacity, and education. Teachers of inmates must continually adjust subject matter and instruction to meet these differences in their classes.

4. Physical stamina to stand the strain of teaching one or two evenings a week in addition to a daily program and making the necessary preparation for teaching. Most instructors have already completed the day's work before beginning the evening school assignment.

5. A broad concept of the whole education program and its relation to the institution. Regarding the criteria of a good teacher, we include intellectual competence, patience, ability to plan a lesson, knowledge of human beings, sympathy, and vision.

It must be recognized that a qualified teacher is not necessarily a certificated teacher if the individual is working toward passing the General Education Development Test. There are many qualities that are much more important than the teacher certificate. Of value are correspondence courses for individuals eligible for college courses with the various universities throughout the United States.

Great emphasis should be placed on the academic studies for those inmates who lack sufficient education to equip them for life today in our most complex society. The goal of the academic school should be to offer each needful inmate the necessary educational tools to correct his academic deficiencies. The emphasis in the classroom is being placed on three broad areas: communication skills, mathematics, and social adjustment courses. The curriculum must be individualized, constantly regenerated, because students can decide to weave in and out of areas and can evaluate their experiences.

Students are grouped in categories depending upon their needs, ranging from near illiterate to high school graduation preparation. Many are working toward the attainment of the high school equivalency certificate awarded by the state board of education. These tests are given on a systematic basis and an impressive number of inmates have received these certificates.

The quality of the student's choice of subject area depends upon an exciting staff and the kinds of experience and environment they create for students. The staff must deal with the inmates without using arbitrary authority.

The General Education Development (GED) testing program for a high school equivalency certificate is vastly important in the correctional program. The inmate should be encouraged to continue his education in the adult education center and take GED tests as soon as possible. The adult education center in my community administered 1,591 GED tests last year, with 1,013 individuals passing the test and 578 failing. A large percentage of those failing the test returned to the adult education classes for assistance so that they may pass the test at a later date.

It is important that penal institutions consult with the public schools to develop cooperative programs. There is a tendency to hire qualified teachers for the more mature work and not use inmate teachers; however, there is an incentive to have inmates work closely with the educational program. Penal institutions should contact the state department of education. Contacts should also be made with the universities and colleges for correspondence courses that can be related to the high school graduate who wishes to accumulate college credits.

When the inmate receives his educational credentials upon completion of the course, it is very important that his certificate is approved through an agency other than the penal institution. This is one reason that the local school district, or the state department of education, score the final examination and grant the diploma. Then the student recognizes that his perseverance has been recognized by an objective source and he has earned the respect of his superiors as well as his fellow inmates.

It is of extreme importance that those in charge of the education programs in penal institutions contact the adult education centers in the communities of return of the inmate. The follow-up of the educational activities of the released inmate in the local community does a great deal to deter any repeat of incidents. It is the responsibility of the penal institution authorities to make this contact as nearly as possible to insure that the adult education institution in the community may start an incentive program for the inmate while he is still institutionalized.

I believe that you would agree with me that most prisons are overcrowded, but if prisoners released after serving their first term never returned, the jails would be almost empty. This makes the matter of rehabilitation and educational programs within the penal institution of utmost importance. The cooperation of the penal institution in the educational program is a unique challenge, and the attempt to rehabilitate a person through the educational process to restore his self-respect is of utmost importance.

Many persons commit crime because they lack alternative skills and behaviors. By providing such persons with alternatives to crime, our crime rates should be reduced and we will share with general society the satisfaction of having done our job well.

# IMPLEMENT

# ADULT CAREER

# EDUCATION PLAN

# (6.0)

# Introduction

The first major stage in delivering adult career education in corrections is the planning stage; the second is the implementation stage; and the third is the evaluation stage. It is in the second stage, implementation, that a description is given of the operations which must take place if the goals, subgoals, and objectives are to be achieved. It is here that the adult career education plan that was selected is actually put into operation. A great number of activities must be carried out at both management and program levels prior to installing the program (See Ryan, Hatrak, Hinders, Keeney, Oresic, Orrell, & Wells, 1975).

Introducing this important function of implementing the plan is a paper by Winston E. Moore, A Systematic Approach to Prison Reform. Moore suggests actions management needs to take, and illustrates his suggestions by telling what one administrator, in fact, did do. Collins, from a management point of view, discusses some guidelines which need to be followed if career development is to provide a new perspective for corrections. For example, he maintains career development must be integrated into the entire management system, and each manager must be responsible for the development of his/her subordinates.

Another important management function is that of obtaining support for the adult career education program. Nielsen, Keve, Sybouts, Sessions, Evans, and Green expound on this aspect of implementing a program. Nielsen discusses the importance of first determining existing needs, then determining what support is needed to meet these needs. He maintains that too often needs are not accurately assessed and there is no data base to use to aid in obtaining support. Following this, Keve deals with the necessity of gaining support inside the corrections institution/agency prior to attempting to gain support outside the institution. In the same area, Sybouts discusses ways of obtaining local, state, and federal enabling legislation.

The role of the community in supporting as well as participating in the adult career education program is vitally important. Sessions points out how benefits to the inmates are also benefits to the community. He discusses how lack of community support and involvement can hinder a program. Similarly, Evans discusses the important role of the community, why or when a community may or may not be actively involved, and, then, suggests ways to facilitate effective community involvement. A specific example of community involvement is presented by Green. Here the role of the AFL-CIO in a Fort Worth insitution is explained.

The papers mentioned above deal with management level activities. There are also many program level activities which must take place. One of the most important of these is developing the curriculum. In this respect, Hill defines basic terms, discusses the importance of career education for offenders, lists principles to follow in career education curriculum development, and presents two sample reading units into which career education is incorporated. Nielsen also discusses how to incorporate career education into the curriculum and suggests using a job cluster approach. Tarlaian describes an open-entry/open-exit type of program currently being utilized in a number of institutions, the Manpower Development and Training Program. He provides information on where programs took place in 1971-1972, what types of occupational training were involved, and number of trainees, costs, and types of institutions where they were implemented.

An important part of an institution's adult career education program is the hardware and software utilized. Lawrence discusses the value of having a media center to house the hardware and software for use by clients. He describes ways to design and utilize a media center. Hinders discusses not only what needs to be done with hardware and software and facilities to support career education in corrections, but also presents an annotated list of pertinent hardware and software. Along the same line, Freschet points out the need to have the hardware and software be an integral part of the total system, not just a fragmented part. To further explain this theme, he discusses eight elements of an instructional system, and the four phases of system development. It is also vitally important that a means be established to evaluate hardware and software and Frank gives 17 criteria against which adult career education materials can be evaluated. He also presents a list of bibliographies of adult career education materials. Lastly, Lawrence describes how to develop a specific kind of software, the unipack.

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# A SYSTEMATIC APPROACH TO PRISON REFORM

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Corrections has become a new and very lucrative frontier for a number of people. Those involved include self-serving college professors, political figures and "hopefuls," and professional sociologists, with little, if any, criminal justice experience and previous interest, who have labeled themselves as "experts" in the field of corrections. In the mid-1960's, during and after urban rioting, many of these individuals were calling themselves "experts" on poverty and urban problems. Their shallow suggestions and solutions held little water then, too. Today, these speculators have submitted scores of grant proposals for so-called "progressive" jail and prison programs, and have received funding for them from public (government) and private agencies and foundations. The vast majority, if not all, of these programs are solely profitable to the speculators through publications and speeches about alleged significant data learned and recorded while experimenting with inmate's lives.

Under present conditions, the establishment of meaningful prison and jail reform is next to impossible in a large segment of our country's correctional institutions. Ambitious, self-serving speculators, along with a host of indifferent and unqualified correctional administrators, have contributed considerably to the mass retrogression of inmate welfare into quasi-barbarism and the deterioration of fundamental institutional maintenance.

Coupled with the myriad problems developing and festering in the majority of our correctional institutions today, is the fact that inmates are now being exploited and shortchanged more than ever before. If this country sincerely wants jail and prison reformation, then reformation must begin at the top. Dedicated, strong and capable administrators, who are honestly concerned about developing legitimate programs to teach responsible citizenship, need to be hired immediately. Conversely, weak and indifferent administrators should be summarily dismissed. Intervention by selfish opportunists, and frustrated and depressed people, often members of ill-conceived "civic groups" who receive vicarious fulfillment from being even remotely identified with those whom they feel are psychologically, economically and socially beneath them, has no meaningful place inside correctional facility walls; pragmatically, their involvement is far more disruptive than mutually beneficial.

While we have been in a frenzied turmoil over "what to do about prison reform," we have allowed the proverbial pendulum to swing from one extreme to the other. We have gone from almost no viable educational/occupational training, and spiritual and recreational programming in our correctional institutions, to acceptance of nearly every scheme, plan, program, and hustle set before us an an instant cure-all for whatever ails our institutions.

Salesmen, college professors, and others who have no direct responsibility or accountability in corrections, have proposed nearly every conceivable gimmick the mind can conjure to soothe and appease the disorderly prison population. They have more insipid solutions than Mattel has toys. But because a large number of America's jail and prison administrators are personally afraid of their inmates, and manifest only superficial concern for their populations, these 20th century carpetbaggers are welcomed with open area. As long as correctional prexies can tell the press that they have instituted X number of programs, whether the efforts are legitimate or not, then they feel they have fulfilled their obligation.

For corrections, there are no quick, easy, or magical solutions. It is time we get back to basics. It is time we study the real and fundamental needs and responsibilities of the correctional institution and its staff to the inmates, and act accordingly.

As in any other profession, perhaps even more so in corrections, there is a list of priorities for sound institutional maintenance. Before an administrator can concern himself with long range plans and ideals, he must first formulate and enact means of : (1) Securing the institution to prevent escapes; (2) Adequately feeding, clothing, and sanitarily housing and entire population; (3) Providing full medical care for all inmates; and (4) Insuring the personal safety of all persons by ridding the institution of weapons, by keeping a constant vigil on all inmate activities to preclude additional criminal behavior inside the facility, by segregating inmates by age, and by establishing a healthy line of communication between all correctional staff members and inmates. If these four mandates are not enforced, other programming, no matter what its thrust, cannot survive.

Last year, after the disorders and killings at the Attica Correctional Facility, New York State correctional administrators vowed to initiate a number of programs requested then by rioting inmates. To date, this programming has not surfaced. Programming of any kind cannot survive there or anywhere else where brutality of inmate against inmate and guard against inmate has made the facility a jungle. A passage from the November 27, 1972 edition of Newsweek magazine illustrates this:

> In Rochester, N.Y., last week, Michael Dodd, 29, was convicted of assaulting his homosexual lover--cutting him up so badly that he required 150 stitches. Judge David O. Boehm felt Dodd's crime deserved the maximum sentence allowed under law: fifteen years at Attica Correctional Facility. But before pronouncing sentence, Judge Boehm took the unusual precaution of looking into potential dangers to homosexual inmates in prison. What he found persuaded him he should turn Dodd loose on probation.

> "Prison officials were very candid," Judge Boehm explained. A homosexual faces "stabbings, beatings and rapes in there. He'd become the object of barter, completely dehumanized--if he wasn't killed. The only alternative would be to confine him to isolation." But the judge was far from pleased with his decision. "I imposed probation reluctantly and resentfully," he declared. "Reluctantly, because this was a serious crime, and resently because the Department of Corrections has given the courts no alternative but probation or prison. Dodd deserved prison, but nothing more--not cruel or inhuman punishment."

Correctional institutions have been commonly referred to as "human warehouses," "flesh and blood storage centers," and more poignantly, as "schools of crime," where inmates learn that murder, rape, assault, armed robbery, and theft are part of the institutional bill of fare. Cunning, vicious, and unscrupulous peer group manipulation are their own rewards. The offender often reduces himself to the lowest common denominator, and a misdirected alienation develops for the society that he feels prescribed this degenerating sentence for him.

When America's correctional administrators literally and figuratively "clean up and clean out" their institutions, then they should begin the discussion of rehabilitative programming. An inmate cannot work, relax, or rehabilitate in an aura of fear for his possessions, his sexual identity and his life.

## We Must Establish Foundations

A correctional institution cannot hope to solve the full network of social and psychological problems that may face an offender. The offender's educational background, and family and social association, as well as determinant factors such as racial persecution, have molded and established non-criminal behavioral reactions, opinions and patterns that are not of paramount importance to his institutional and subsequent post-release adjustment.

What is of paramount importance is the development of viable educational/occupational training programs that deal commensurately with the educational quotient and the psychopathology of the institutional population. The aim should be to reach the offender on his educational plane, provide him with the knowledge to learn vocational skills, to make himself employable (and responsible) upon release, and get him into the mainstream of society. Once the offender is occupationally equipped for normal societal adjustment and is released from the correctional institution, then a follow-up social and counseling service should aid him in his physical conditioning.

PACE (Programmed Activities for Correctional Education) Institute, the Cook County Department of Correction's basic education/vocational training program, embodies all the ingredients outlined, and has proved to be very successful, if not the most successful in preparing offenders for employable, responsible citizenship. Since its inception on February 27, 1970, more than 300 sentenced inmates (an inmate can be sentenced to the Cook County Department of Corrections for one year at maximum) have been involved in PACE Institute instruction. For a period of not less than three months, no longer than nine months and eight days (the latter being the amount of time one must spend on a year sentence), PACE Institute students go to class from 8:30 a.m. to 4:30 p.m. daily, and return during the evening for homework study and individual tutoring by community volunteers. Students are given the basic education instruction from 8:30 a.m. to 11:00 a.m., and vocational training from 12:00 p.m. to 4:30 p.m.

Several students, including a thirty-eight year old man, have come to PACE Institute as illiterates, and have learned to read and write within nine months. All of them are now working toward completion of their GED's for their elementary school education, while gainfully employed on the "outside," using the skills learned at PACE Institute.

Demographically, twelve PACE Institute graduates are now enrolled in college, forty-nine have earned their high school General Equivalency Diplomas (GED) at PACE Institute, while seventeen others have received their elementary school GED's, and three have earned both diplomas within the stipulated nine month and eitht day period. Seventy-two are presently enrolled in specialized Manpower Development Training Act (MDTA) courses, with twenty-nine others already completing their study with the MDTA program. Eighty-two more are now fully employed. Most important of all is the fact that of the more than 300 PACE Institute graduates, 83% have found a place in society, and only 17% have suffered additional incarceration since their release from PACE Institute and the Cook County Department of Corrections. A 17% recidivist rate is considered phenomenal in respect to the national figure of more than 65%; but we are not yet satisfied. We are now expanding PACE Institute's programming and facilities 200%, and this time next year we hope to have cut the 17% mark by 50%.

PACE Institute is more than just an institutional service. For two years after release, each graduate is afforded free job and social counselling and housing if the ex-offender is involved in educational/vocational training or if he is furthering his basic education. To help defray academic and some personal expenses, he is also given a weekly stipend.

Inmates, whether they are incarcerated in California, New York, Florida, Illinois or Texas, all seem to lack the same fundamental educational foundations that are essential to be trained for legitimate employment. We have found that throughout their lives, the majority of our inmates have fallen victim to social, economic and political experimentation. They have been guinea pigs to housing, educational and social pilot programs and trial efforts. What they still need are the basics: basic educational training, basic value judgment instruction, and basic respect for themselves and their surroundings.

Behavior Modification or Operant Conditioning, a theory authored by B.F. Skinner, while a professor of psychology at Harvard University during the late 1930's, has been bandied about by correctionalists as a possible solution to criminal behavior. The modification or conditioning theory states that training an individual, through use of rewards to complete a task or perform an immediate act, results in altering behavior patterns. As Skinner found, and correctionalists are finding, rewards for several individual acts can lead to satiation or without a reward the individual concerned reverts to old behavioral practices. This is typical of "short cut" programming that merely flirts with constructive behavioral development.

## Tear It Down and Start All Over Again?

There are scores of erroneous theories, pitfalls and stumbling blocks impeding corrections, some of which are not contrived, and have come as the result of a general public neurotic anxiety to immediately institute what they have been told, by failing administrators and a few newspaper columnists and editorialists, are corrections' only hopes for salvation.

The most prominent and inherently dangerous of these theories is the notion that the only way we can create a suitable atmosphere for rehabilitation is to tear down existing institutions and build new ones, as if brick and mortar can correct criminality. By merely tearing down and building a new institution, you are not ridding yourself of racial persecution, incompetent administration, homosexual deviance, criminal acts or any of the other calamities disrupting our jail and prison system. All you are doing is erecting a new theater for an old act.

In the late 1950's and early 1960's, in Chicago and the majority of America's large metropolitan areas, there was a widespread trend of thought that new school buildings, not the correction of racial and administrative problems, would foster a climate conducive to academic achievement. I do not know how many hundreds or thousands of these schools were built during this period, but the vast majority of them are now in physical and spiritual disarray. Windows, if they still exist, are bolted, barred and usually cracked. Theft, armed robbery and rape are common. Educational standards are low, and the pride and intellectualism these showcases were to evoke is totally non-existent; but the same internal administrational and racial problems flourish.

Jail and prison control policies, according to several correctional administrators and several outside "experts," should be reviewed and subject to at least "cursory" approval by inmate councils. Advocates of inmate councils feel that as long as inmates have some say-so in institutional policy making, tension will be lessened and the threat of rioting will be alleviated.

There are several problems with inmate councils. First of all, to be elected to the council you have to "recruit" support from among your peers. In most institutions, this means the gang leaders, the strong, the manipulative and the vicious can catapult themselves to the top. Once inmates become council members, they dictate allegiances, and too often demand more respect from inmates than the Correctional Officers should command. Their position is one of barter. They sell, trade, and sacrifice whomever and whatever they want for personal gain.

When I first became Superintendent of Cook County Jain in March, 1968, I inherited and destroyed what the former administration boastfully call the "Barn Boss" system. Specifically, each tier, 80 men to a tier, were subservient to the Barn Boss. He distributed (sold) sheets, blankets, pillows, extra food and commissary. He even sold and traded submissive and homosexual inmates. He was responsible not to the correctional staff, but ONLY to the Superintendent.

When I terminated the Barn Boss system, each Barn Boss coolly and assuredly told me that he would not willingly relinquish his powers to me. Previous to my appointment, fear, intimidation, and violence were their by-words and actions. The Barn Boss system and inmate councils are as interchangeable as light bulbs. In some correctional departments, Mississippi for example, the inmates are given the responsibility of guarding, with guns, other inmates.

The very reason people are incarcerated is the fact that they cannot individually nor collectively govern themselves in a normal societal setting; yet, some correctional administrators embrace the belief that somehow when offenders are lodged together they develop responsible, compassionate and equitable methods of survival. This is just another case where no one really cares about the welfare and safety of inmates, and the line of least resistance is to allow the strong to overpower the weak, as long as no public embarrassment ensues.

Knowing the psychopathology of your population is essential to program development to suit the inmates' needs, and understanding population behavioral motivation. In the main, inmates are emotionally insecure, impressionable and suffer extreme identity crises. In the early stages of behavioral development, their superego is motivated by strong identification, and subsequently imitation is manifest.

Manifestations of these types of identifications resulted in nearly 10,000 youngsters and adults following (some literally worshipping) teen gang leaders in Chicago, Illinois. Their strength and violent acts became a respected pattern of behavior and imitation. The undying loyalty to Charles Manson by the girls who joined his "cult" is another example of superego dominance, as is the identification of alleged violent black revolutionaries to legendary African militants.

Understanding the superego concept is just half the battle; the other is finding alternative, constructive images for the inmates. Correctional officers, whose day-to-day relationship with inmates can determine at least marginal behavioral change, can be integral agents or catalysts for superego identification.

Miss Aretha Franklin, as have more than sixty others, performed a benefit show for our inmates inside a very hot, congested gymnasium. With her face a mass of sweat beads, and her outfit ringing with perspiration, Miss Franklin sang and danced for more than an hour and a half until exhaustion nearly turned to illness. The reactions to Miss Franklin's performance were orderly, but chaotic. Whether she knew it or not, for the first time in the lives of many in her audience, someone said, "I care about your welfare, your development", without asking for anything in return, especially something criminal.

Corrections is a challenging, somewhat difficult profession. Preponderance of difficulties come from ingrained stubborness, racism, and incompetency. Lip service is too predominant and neglect too prevalent.

# NEW PERSPECTIVES FOR CORRECTIONS

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The development of people requires a commitment. You must be willing to question, to prod, to be imaginative, to seek improvement, and most important, be willing to help others. St. Paul in his letters was often prone to point out that each of us was given certain abilities that were to be used as a means of contributing to the community. He didn't mention it by name, but I feel that a fundamental ability required by those committed to the profession of developing the careers of others, must be that they are able to view themselves as tension inducers--the tensions of excellence and innovation. The entire field of corrections provides unlimited opportunity for those who are able to induce a climate within a correctional institution that is based on a demand for excellence and innovation.

This is the age of change, and one of the changes we see happening is the demand by the general public that government agencies at every level and of every type can be held accountable for measurable results. The general public, perhaps for the first time, is really concerned with what goes on behind the walls of a prison. What the public is telling us and what those clients you serve are telling us is to change the ways in which we have been doing things. They are telling educators . . . they are telling police chiefs . ... they are telling judges and the entire legal system to change and you know and I know that change is inevitable and healthy, but so difficult to manage.

The realities of life for you are quite simple. You have wardens, superintendents, social workers, counselors, and correctional officers who would like to change, but who do not know how, and we have spent very few dollars and very little time in the past in training your clients with skills and abilities in how to manage change, or, more tragically, not encouraging them to change. These realities are the reasons that your job exists. These realities establish your objectives. These realities are the motivation for you to accept the commitment to excellence and innovation. Correctional organizations of our country are doing something about preparing for change. Yet I feel that it is important to give you examples of the severity of the problem.

California is a great state, and its history is a fierce chronicle of determination and independence on the part of the early settlers. Historically, counties of California have had reasonably visible government. Such visibility has ranged from the only form of government in our frontier communities to the traditional arm of the state in administering welfare and collecting taxes. As you look at the organizational chart of a county today, you are confronted with the necessity of trying to comprehend how 35 to 50 organizational units interrelate and, more importantly, provide public services with some degree of mutual goals.

There isn't a county in the state of California, and I suspect in most states, where the organizational structure relates to services, where the diversity of a number of departments do not result in total confusion to the public, or where the policy body--the Board of Supervisors--can gain an understanding and appreciation of the complexities of the organization. Those in administrative positions are frustrated with an inability to effectively coordinate public services to accomplish the major goal, and that is, to meet the needs of people.

What results from this basic hierarchy, which has not changed in over 60 years, is of course: artificial separation of services, multiple contacts by the public to accomplish a single purpose, confusion to the public, confusion to the Board of Supervisors, confusion to employees regarding budgeting programs that relate to 120-130 separate appropriations, and unnecessary costs for ineffective service. Now if this sounds like the environment in which you manage, I apologize, but it is your world of reality, and it does provide you with an insight into the attitudes and philosophies that you must be instrumental in changing at senior, middle, and first levels of managements of your organizations.

These realities are constraints, yet they are also telling you that the programs for improvement you develop must:

1. Be marketable to those clients you hope to serve

2. Be measurable in specific terms

3. Result in observable new ways of doing things in the manner in which we manage people, manage programs and provide services.

The question we then must answer, and this is my central theme, is: What guidelines in career development will produce new perspectives for corrections? The first guideline is the recognition first by you and then by your clients that the primary factor in the success or failure of any program for contributing to the growth in people, managers or others is the relationship between a superior and subordinate. James Hayes, the President of AMA, defines management as the ". . . development of people, not the doing of things." The textbook definition of management is stated as ". . . getting things done through other people." These definitions tell us that it is the manager who bears the responsibility for the progress of those that report to them.

I have yet to meet the head of a corrections agency who did not have stature, who was not generous, intelligent, considerate, fair, and competent. It is then obvious that in order to perpetuate this philosophy, he or she must be willing to be deeply committed to the development of their immediate subordinates. If this element is missing, their philosophies become diluted, as the power and concentration on each of their subordinates is lessened. The character of any organization is the sum total of all the characters on the management team rather than the character of the man at the top. I would like to provide you with an illustration from private industry on how the typical career development, affirmative action, manpower development, job enrichment program is implemented.

The President of a company one morning calls his Executive Vice President into his office and asks "What are we doing about career development, affirmative action, manpower development, job enrichment for our managers and staff?" He leaves his office and goes down to the Office of the Personnel Director, and asks the same question of him: "Hey Charlie, something is bugging the old man - he wants to know what we are doing about career development, affirmative action, manpower development and job enrichment for our staff and managers." The Personnel Director looks at him for a moment and says, "We are working on it, which in personnel language means, "nothing." So what happens? Everybody gets busy and the next week an announcement goes up on the bulletin board which reads as follows:

> The company has begun a career development, manpower training, affirmative action, job enrichment program for our managers, . . . The following courses will be offered from 5:30 p.m. until 7:30 p.m. at the following locations . . . . Attendance is not mandatory, but roll call will be taken.

Now an old accountant, complete with a green lamp visor, who has worked alone for twenty years reads the notice and signs up for the course on communications, and what does he get out of it? He learns to talk to himself a little clearer. This smorgasbord approach--is the strategy being utilized by countless training people, and I label it a cop-out!

So the first guideline to follow is that your career development programs, whatever they are, must be established on the constructive management philosophy that each manager is responsible for the development of his or her subordinate, and that it is a joint effort of self-determination.

The second guideline is that career management is a part of the entire management system, and if any part of the wheel is flat you are going to have problems. All of us have learned from others, including how to manage. Our own children ape many of our own mannerisms. From this it follows that every manager must make sure that he or she is living some pattern of management action. If your managers and supervisors don't act like managers, how can they possibly be asked to be concerned with the development of subordinates.

There are some searching questions that need answers:

1. What is the mission of the correctional institution for which you work?

2. How many of you can put your hands on some document that has been developed by your organization that states briefly here

is where we are . . . here is where we are going . . . and here is how we are going to get there.

3. Do the managers at all levels in your organization really understand what they are responsible for . . . really understand the authorities that go with their functions, and fully understand the lateral relationships that facilitate informal organization under the names of cooperation and coordination?

4. Have you negotiated with your superior a statement of the conditions that will exist when your job is satisfactorily performed?

These four questions embrace the concept of scientific management, but management is not just a science, it is also an art. These tools of management; the tools of planning, the tools of organization, the tools of performance standards and the tools of control, are complimented by, and not substituted for, common sense or judgment or personal management. The latter are the essence of human relations and leadership. Career management then is not a program; it is what management is all about.

Guideline number three is to be concerned with your organization's climate. Management development or career development has little chance of success if your organization is best described as a place where departments are engaged in a constant civil war with one another and where victory is measured by the number of dead bodies in the other departments. Correctional institutions differ widely in their climate. Climate is reflected in employee turnover, service and quality of programs.

The first element of the correctional climate is a mission statement, creed, or philosophy of what it hopes to do, and what it is trying to do. This is critical in setting the atmosphere in which people manage and supervise. The whole field of corrections must do this, institution by institution, for when this is done and only then, will the people who work for you be able to measure their results. The equation of performance is that without individual accountability no organizational accountability exists.

A far deeper aspect of climate which is basic for development is that each of you is not just investing your labors in your correctional institution. You are putting a part of your life and the security of your families into that same institution.

Integrity is a part of the climate. Integrity commands respect. If you have managers who must ask themselves, "Can I trust my boss?," then it follows that your institutional communications will be fraught with distrust. Institutional ethics like institutional accountability is the sum total of individual ethics.

Guideline number four is that career development should be centered on individual needs, and fact-backed. The role of the training director is not to train; the training director helps the organization provide the climate, encouragement, evaluation, and direction, but a man or woman must develop themselves.

Management by objectives is a popular phrase in the public sector these days. Like Program Budgeting, PERT, and sensitivity training, it is freely bantered about and grossly misunderstood. Therefore, many well-meaning souls regard it as a panacea for institutional failures, while others consider it a businessman's device for control and repression from above. Management by objectives is not new--it has been around since about 1890--but today many people are using it as a gimmick. Management by objectives is a valid method of establishing an institutional plan that establishes a concept of leadership, and defines how decisions are to be made in the organization, defines the results desired, establishes individual accountability, specifies the means to be employed, and monitors performance.

How then can we, with any objectivity or any ethics, install a career development program without first knowing what the institution is working toward? How can we suggest development programs for people if we ourselves are not privy to the future goals and needs of the organization? How can we ask people to develop themselves for the future if they don't know today how well they are doing on their present job, right now?

I heard Saul Gellerman once say that ". . . training threatens certain management citadels." Most planning today in the government sector and in the business community is nothing more than financial budgeting. Most goal setting today is nothing more than a fiscal exercise. Most position descriptions that exist today in most organizations are developed by the personnel department for purposes of wage and salary administration. Performance standards are either non-existent or so subjective or vague that they are meaningless. Most performance appraisal systems are so designed that managers need do nothing more than check off boxes marked: poor, below average, average, good, outstanding, superior--and a new term coming into use--divine. This is what you threaten with career management.

What I have been trying to say is that most of the manpower programs in implementation today are failing to do what they are supposed to do, and that is build people.

1. Most appraisal data we collect on employees is worthless, because most managers won't say anything critical, and others won't say anything specific.

2. Most manpower planning systems and training programs are either underfunded or designed to entertain.

3. Most managers don't want to lose their good people through promotion.

4. Most of our salary programs are based on length of service

rather than individual contributions.

5. Most of our present-day manpower or career management planning systems are a meaningless evaluation of talents and abilities, and promotion systems flow in the Authoritarian River from top to bottom; the individual rarely plays an active role in them.

These are the citadels you threaten.

Marion Kellogg describes career management: "The individual programs his own career, drawing on selected expertise and information." She further states that management and the employee jointly have supporting obligations to one another.

To this point I have presented a series of guidelines. Now I would like to review some bench marks of caution:

1. Do not mold a pattern. Fixed types of training often make no provision for individual differences. Career management is finding out what a person has and finding out what he or she needs.

2. Keep your programs simple.

3. Keep your eye on time and money. You must be humble as well. If your programs do not yield noticeable change in people, then your management has the right to question the investment.

4. Aim at developing strengths, not just overcoming weaknesses.

You are perhaps wondering why my remarks are directed at the career development of the management staffs of our correctional institution and not at the inmates or other clients you serve. My reasoning is that if we don't invest time, money and patience in developing the expertise of those who manage our correctional institutions, how can we expect these people to produce programs that reduce confinement time and also reduce recidivism? How can you expect your managers, correctional officers, counselors, teachers, and instructors to stand accountable for program results if there is no commitment, no understanding, no expertise in the fundamentals of management? How can you hope to be innovative if you have managers who see themselves as warehouse managers and guardians of historical methods. How can you hope for change if your managers view newness as a threat? How can you hope for rational analysis and problem solving if there are no rewards for professionalism? How can we hope for a reduction in the complexity of running a correctional institution if our managers do not commit themselves to a responsibility for developing subordinates? The fundamentals of management may provide the one language of justice--for the police officer, the judge, the jail, the inmate, and the public.

As I said when I started, your efforts are so vital to so many. The risks are many, the rewards are few, but your purpose is so noble, and so overdue. New perspectives for corrections--it's up to you.

# STRATEGIES FOR OBTAINING SUPPORT FOR ADULT CAREER EDUCATION IN CORRECTIONS

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If the career education philosophy and concepts are to revolutionize the correctional system--as they have full promise and potential of doing--they must be rooted in our institutions, and fed, enriched, enhanced and expanded by the communities that serve the offenders. Career education calls for cooperation among the correctional institution, the community and the state so that carefully designed resources conceived in school laboratories, workstudy settings, cooperative educational settings, and shops can be utilized.

Career education in corrections, if it is to succeed, must involve the consumers, all community institutions and organizations, school administrators, and teachers, as well as an assurance of the relevancy and reality of the school program to the real world and life outside the institution. If career education is an avenue where people can become responsible and productive individuals who are continuously changing and developing, then the isolation of the educator, administrator, and 'keeper of the keys," must be discarded for a new type of professional education leaders. These new leaders must literally tumble down the institutional walls so that learners will be continuously in touch with their community.

History in correctional educational programs is filled with concepts embraced by educators which have called for community involvement and cooperation. All of these programs have succeeded to a certain extent when the educator and institution have enlisted the services and assistance of community people and institutions. Where failures are evident there seems to be a lack of training, experience and understanding of how to motivate, organize and guide community leadership to serve our consumers in correctional settings. It is imperative that we build into the career education practices in correctional institutions factors which promote success in developing community involvement to enhance individual identification with education and people.

It seems to have taken sometime for the concept of career education to jell and surface. It is an exciting and promising concept for a total redirection of our educational programs within correctional settings. Education in corrections has failed because we simply do not undertake those difficult, but necessary activities needed to mobilize support for innovative educational concepts. This paper will deal with some activities that correctional school administrators, teachers, and other personnel must engage in if they are to focus and develop support for career education programming.

## Needs Assessment

The most valuable and first strategy correctional educators should initiate for obtaining support for adult career education is needs assessment. Needs assessment is a process whereby we determine what should be in relation to what is. The difference between what should be and what is, is an expression of educational need. There is a weakness in correctional education programming efforts that can be directly related to the effectiveness of assessing the existing educational needs.

Needs assessment is not a casual identification process. Needs assessment should teach us to address ourselves to resolving needs--not worrying about the cause. It is a way to determine where a learner is, where he should be. It is one of our most valuable tools for directing and redirecting our educational efforts. Preceding the actual needs assessment is the determination of educational goals. For purposes of distinction, a goal can be defined as a broad, timeless, overall aim of education. It is not measurable in the sense that it is perpetual and ongoing.

An objective, on the other hand, can be defined as a short range, specific, measurable end with a specific time for completion. All educational objectives, whether performance or process in nature, should be related directly to the stated career education goals. The reason for having a stated set of goals is to provide a basic framework within which we relate all career education activities.

Following the determination of career educational goals there are three simultaneous sets of activities which must be undertaken, namely those listed as "learner," "society," "program." If we are to obtain genuine support for an adult career education program in corrections we must utilize valid data generated by an adequate assessment of needs. The following explanation of the needs assessment activities is predicated on the fact that career education goals have been written for a correctional education program.

### Learner

The first step in the needs assessment model is the learner strand and involves the establishment of objectives. As previously stated, all strands of the needs assessment model must operate simultaneously. Determining performance objectives requires a statement that specifies a desired level of behavioral change upon the part of the learner.

Learner Performer Status. The weakest part of most needs assessments is the determination of the learner's status. Many institutions have educational staff who determine performance objectives, and then make suggestive or gross estimates of learner status; hence develop programs based on estimates. The danger of such a precedure is obvious. These estimates tend to lump individuals into a group context from which the program designed can never free itself. Learners' status relative to the performance objectives written must be defined as precisely as possible in order that one can set the stage for good program design--this means that status must be measured objectively.

Determining Learner Needs. Learner needs can be defined as the gap between the learner's status and the performance objective set for the learner. For example: A performance objective for learners in a correctional setting might be they all have mastered the 8.0 level in reading vocabulary during their incarceration. A particular expectation is described for each individual entering the program. If a particular individual is found to be at a level less than 8.0, status is the educational months or years he is under the expectation, thus need is identified.

## Society

Societal Expectations. There is a gap in needs assessment activities within the correctional settings in the area of societal expectations. Society's views and expectations cannot be ignored in conducting needs assessments. Society means a total community, one which includes the learner, teachers/administrators and all other publics and groups in a given community.

In correctional settings obtaining input from the society at large is perhaps a difficult task. One has to develop an open line of communication to the general public that is democratic and sincere in asking the consumers what their views are of the educational processes and products.

Societal Perceptions of the Status of Education. Correctional society's view of the status of education is probably going to be a perceptual one. That is, it will be comprised of a mixture of facts, attitudes, "gut feelings," and other individual biases toward education. Society's view may be completely accurate or completely false, but more than likely somewhere between the two extremes. However, the view of the consumers and of others who affect the consumers of education cannot be ignored.

Determining Societal Needs. Educational needs as preceived by the society may be difficult to define. Since our definition of needs states that it is the gap between status and expectation, then need as defined by society will be at least as imperfect as society's definition of status and expectation. However, this points up the desirability to express both the status and the expectation in precise, realistic terms.

## Program

Program Process Objectives. Program process objectives in the needs assessment model is simply a statement or statements that describe activities which affect the learner's performance (methodology, materials, educational philosophy, etc.). Process objectives are those objectives set by persons assisting the learner, such as: principals, teachers, and curriculum directors.

Determining Status of Performance of Process Objectives. The status of a program of process objectives will be the existence of the written objectives themselves. As work is conducted in career education, activities are described in terms of processes. Reports should be kept in terms of time, cost and completion of such work. The processes organizations go through must be monitored on a periodic basis to determine if the activities are being completed in sufficient time and do, in fact, have a positive relationship on the outcome of performance.

Determining Program Process Objective Needs. Program process objective needs are defined simply as the gap between process expectation and process status. Status observation serves to indicate whether or not the program activities have been, or are being, carried out according to expectation. The activities that teachers, administrators, counselors, and other school personnel go through, in terms of helping students achieve performance objectives in career education, are important as they have a direct correlation to learning outcomes.

## Needs Assessment to Career Education Support

A reoccuring theme in the attacks on correctional education systems is one which goes: "The educational programs and processes are not relevant. What they teach is not even needed." And, from outsiders: "Education in corrections has no effect on recidivism, and therefore, is meaningless." It seems when the human cry gets loud enough the administrators refute the changes, citing dollars spent, teacher/pupil ratios, special instructional programs, and the like. Neither the attackers of our correctional education system nor the defenders of that system base their positions on pertinent information. The only true assessment of curriculum effectiveness is the pupil performance, and the only true assessment of pupil performance is a comparison of that performance to the previously stated specific expectations. What we need to do is develop a relevant data base to use in order to generate the support of the various communities that we serve within our state, or regions of the nation. Once pertinent information is used to establish a data base concerning educational programs in correctional facilities, then we are able to look at what support might be necessary to help achieve our overall goals.

## Correctional Education Organization

To move correctional career education from a concept to reality it must be seen as a new system of education, rather than just simply a program. To become a system it would be necessary to make some basic changes in the organizational and administrative structure of the educational system that is committed to career education, particularly in those matters affecting community involvement. In order for the goals of the institutions and career education to be met, the following activities might be pertinent:

1. Appointment of a director of correctional/community relations who is responsible for planning, developing and supervising the entire career education school community relations program. Present staff within institutions could be assigned and involved with industry and business.

2. The establishment of a general advisory committee to provide advice and make recommendations affecting the planning of the total career education system that should be functioning within the institution. The committee should be concerned with the broad range of career education needs within the community and the extent to which the correctional schools are meeting these needs. The advisory committee should have the responsibility of helping school administrators provide school/community relationships to coordinate school programs with outside educational training such as training programs provided by employers, public agencies, private schools, and public school systems. In generating support, an additional responsibility of the advisory committee would be "selling" career education to top business, industry and community leaders in a specific geographic area. The general advisory committee should be involved in helping formulate the general plans or policies and establishing priorities; but more important than everything else, is helping to obtain needed community understanding, support and involvement in the career education curriculum for inmates in correctional facilities.

3. Organization of a career education program must be supported and operated by the total staff of an institution. The career education program ought to be a consortium between care and treatment staffs and the custodial staffs of the institutiton rather than being an isolated educational program under the auspicies of care and treatment or education. For any educational endeavor in a correctional facility to be meaningful, all employees and inmates must be in-tune with the goals and objectives of that particular program. The educational community within a correctional facility must humble itself enough to

be able to establish a genuine partnership with all other employees in the correctional facility and bring about a common desire to change.

## Educational Partnerships

The effort to gain the required support for correctional career education programs must be carefully targeted to reach those publics whose support and cooperation is essential for success. To gain the necessary support we need to develop an educational partnership with various publics within our communities. The exact composition and priority of these publics will vary from institution to institution and can be determined by a complete survey of each community.

Since the responsibility for providing relevant career education programs for inmates in correctional facilities is a function of both the state and the institution, the education staff, inmates, employers, and community leaders must cooperately plan a relevant program. The actual conduct of the career education program in the correctional facility requires significant input from community people. We must recognize that in order to gain the necessary support we must conduct programs that are in tune with the community. Schools need to be viewed as the planners and the managers of the educational growth of individuals. We in corrections need to draw on and utilize the full range of societal resources that are available and make extensive use of the educational capabilities that exist within our communities and states.

In an effort to gain the necessary support and develop an educational partnership we must be involved with the following publics.

### The Internal Public

All individuals, or representatives of individuals, who work or live in correctional facilities have an objective or goal to meet in career education and are the prime public. Unless they believe in the worth of career education and strive to achieve its goals, the program will not succeed. Building internal support is the primary task of correctional administrators. To accomplish this administrators must be aided by an information system. They must be able to deal in community relations, the advice and assistance of the community, develop an input and feed-back system, and develop a unique internal communication system with the inmate population.

All the people involved in the internal public of a correctional facility need to serve as interpreters and salesmen of the program. An intensive training program in communications and community relations would be necessary. Special training and development programs must be ongoing for new members of the team. To generate the necessary support in the community, correctional educators may need to redirect staff roles and responsibilities. For example, there may be a need for one person to direct a staff development effort and another to direct a community relations effort. These individuals may now work as teachers or administrators and will need to modify their role to develop the communications and community relations skills needed to carry career education to the community.

## The Influential Publics

One of the fundamental elements of obtaining support for career education in corrections is the establishment of communication with the influential public of the community and state. One of the important elements of the community power structure is the network of individuals and organizations involved in the community's decision-making process. The correctional staff that makes decisions about career education must understand this network if they are to develop an effective educational program. Too many public organizations ignore the significance of the community power structure and its components. Research has shown that social systems of all types--family, organization, community--have individuals who dominate the decision-making of that system. These individuals are many times referred to as leaders, influencers, and/or "legitimizers." They are the ones who can and do influence the changes that are made in the social system. They do this by exercising their social system. They do this by exercising their social power.

The matter in which power members of communities react to proposed changes often depend on (1) what the proposal involves, (2) when they were informed, (3) how they were informed, and (4) who informed them. Information and its timing is the key. It must be taken into full account when dealing with the communities educational and social power structures.

## The News Media

The news media that serves correctional facilities must be fully utilized to keep the public adequately informed about our educational programs. A steady, factual informational program that keeps the public informed must be carried to the news media and in turn, by them to the public.

Proponents of correctional career education should understand that it is their responsibility to take the initiative to insure that the public gets the information it needs to understand and cooperate with those who affect change within the correctional institution. The news media are neither equipped nor adequately motivated to take on the task. The news media do not have the manpower or expertise to fully and constructively report on correctional education programs. Corrections must know the value and the mechanics of the news media and insure that this channel of public education is fully utilized to insure informed support, and to prevent public misunderstanding of education's role, specifically career education's role, in correctional institutions.

# OBTAINING SUPPORT FOR ADULT CAREER EDUCATION IN CORRECTIONS

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One of the more predictable aspects of all our social organizations is that when change occurs it brings with it some degree of stress and strain, even when the change is for the better. This seems particularly true in prisons where routines become so entrenched and any substantial change from an accustomed practice is likely to produce stress within the inmate body, within the staff, and between the two groups.

One of this country's more traditional old prisons, operating with emphasis upon inmate labor and productivity, in recent years received its first rehabilitative program which was a fine new vocational training building and staff. The new director of this program was proud of his well set up shops, but was discouraged by the inertia of a system that had operated for decades without him and where the guards still could not quite accept his program as an orthodox part of the operation. As the vocational training got started the custody staff permitted inmates to attend its classes, but on custody's terms. If an inmate wanted to attend he could go to the shops one half day on condition that in the remaining half day he would produce his full day's quota of regular productive work. Needless to say, it was a situation that was rigged against the success of the educational program, to say the least, and the director of the vocational training would have been grateful indeed for any measures that could have increased the support for his program.

Fortunately, not many educational programs encounter this gross kind of blockage, but in more subtle ways the rehabilitative efforts in prisons are always contending with the public's ambivalence. When the question is raised of gaining support for any prison program, it is natural enough to think of it in terms of ways to influence the state legislature and gain its support in the form of appropriations. Of course that is where the support finally must be found, but there are some other important steps on the way to that legislative success. The technique of gaining legislative support for prison education is probably not materially different from efforts made on behalf of any other programs which have to compete for the state tax dollar. And most educators know something of what kind of approach to take with legislators.

## The Correctional Officer: A Key Factor

But there is a home front that we must attack too, and it may be well to first discuss this problem of gaining support among our colleagues in the institution. Of course they do not make the decisions about appropriations, but there are some very important reasons why their support is crucial to us, nevertheless. The director of vocational training mentioned above learned this to his sorrow when he faced depleted classes that should have been full of students but were not because the rest of the institution failed to see any sense in education of prisoners. The correctional officers had no motivation to support a new program that called for some change in the comfortable, long time practices of the institution. This is probably the commonest form of negative, or non-support of good treatment programming that is encountered in prisons.

The sources of this probelm are the same sources for many of the more severe negative aspects of prison operation. These are rooted in the uncertainty on the part of everyone of just what the function of the prison is supposed to be. Conflicting philosophies of treatment vs. punishment swirl about us constantly and the emphases shift quickly in response to whatever crime and punishment issues happen to have visibility at the moment. But there is one constant that remains common to most viewpoints. That is security. Persons who espouse treatment, and those who prefer punishment will both accept custody and security as being basic to a well managed prison. So at least the otherwise confused correctional officer can rely on one kind of truth--that he must keep his inmates secure. Not only is this a constant, it also has particular appeal to the correctional officer because it is fairly objective and mechanical, and so is far more easily mastered than the more elusive techniques of dealing with the treatment of inmates.

Altogether this solidly rooted attitudinal feeling on the part of correctional officers forms our first, and perhaps our most formidable barrier to the development of good support for educational programs. The reasons are several: (a) the correctional officers invariably outnumber the education and other treatment staff; (b) the correctional officers have the weight of history on their side--they were there long before the treatment people appeared; (c) the correctional officers have the keys; (d) the correctional officers, whatever the reason, seem more often and more effectively to get the ear of legislators.

This latter point may seem puzzling as it is not necessarily usual to see correctional officers active in formal contacts with the legislature, although sometimes their representatives are present and vocal at legislative hearings. But the more important point is that there is usually a grapevine level of communication that may be far more potent than the more formalized contacts. In any case, when there is any kind of change within a prison which threatens the comfort and security of the custody staff the evidence of that stress tends to come through very quickly to certain legislators who maintain contacts in the custody staff.

Such observations should not be misunderstood to suggest a villain's role for the correctional officer. On the contrary, the prison guard has always had a dangerous, unappreciated, and underpaid job. He generally has performed better in it than the public has had any right to expect in the face of the public neglect. It is true that the correctional officer's opposition to the rehabilitative designs may have great effect in thwarting the treatment staff, but the answer to this requires some understanding of the position of the correctional officer within the management relationships, and requires that some measures be taken to change his situation in certain ways. One thing certain is that full and effective support for any helping program will not be gained while a large and vital segment of staff is in disagreement with it, or even just indifferent to it.

## Career Expectations and Staff Morale

Perhaps the most significant aspect of the correctional officer position is the dead-end nature of it. In nearly all prisons a high school diploma is the highest educational requirement and just as generally, the prison administrators have given no encouragement to guards to pursue further education. The tragedy of this would be seen particularly in the young man of perhaps age 25 who enters the prison system with his high school education and some indifferent experience with several other jobs before discovering a civil service haven in the prison. Twenty years later he is 45; still has no education beyond high school, and has become locked into his prison job because he has neither the education nor the experience to fit him for some other career. He is getting quite tired of the daily, risky work in the cell blocks, but is acutely conscious that he is a bit too old to start a new career elsewhere, and this, with his investment in the state salary and retirement system, means that he must stay put another twenty years until age 65. Of course he has some chance at promotion and he may by now be a lieutenant, but beyond that there are not enough upper level jobs to go around and the chance of becoming captain or warden is remote.

One of the prison papers carried an article written by an inmate who had made his own perceptive observations of this problem. His article included this comment:

> Taken as a whole, the officer's lot should be greatly improved, but it isn't. No one has bothered to spell out the objectives for the officer, thus effectively limiting his performance, and omitting his creative abilities from the picture completely. The officer is the first and prime inmate contact; on the front line in control and motivation situations, but the officer is the lowest man on the organization chart. High ranking uniformed officers are, in reality, staff members, but have little say in staff decisions. Promotions are hard to come by; an officer with many years on the job often has to defer to a youth with no real experience, but who holds a degree (Wilgus, 1972, p. 25).

The effect of this constricted situation is to make the correctional officer naturally protective of the status quo. His limited training and experience fits him for a very narrow kind of service. He senses that while he is competent as a guard in a prison that is operated in a traditional manner, he may be much less secure if new approaches are instituted and he is asked to do something different from the one kind of thing that has enabled him to earn a salary and support his family in the past. Any such new demand is going to be very threatening to him.

This general observation must be considered in conjunction with another kind of observation about the process of change in human organizations, whatever kind they may be. It can be considered a fairly inviolate rule that in a complex system any effort to accomplish piecemeal improvement will be fully successful only if all parts of the system are upgraded together. The criminal justice system as a whole is a good place to prove this rule, and even within specific components of the system the problem is encountered. Within a prison, for instance, the various parts operate in a state of balance or accommodation during a period when no substantial changes are occurring. But if an improved new program is introduced and nothing is done to bring other staff and other activities into a comfortable acceptance of it, the resultant stress can be demoralizing because the news that comes through to the outside world, especially to legislators, is highly colored by the erroneous information and emotional reaction of staff who feel left out and threatened by new developments.

The cure for the problem lies first with top administration rather than with the school principal, but the school staff members need to recognize and encourage certain close-at-hand ameliorative measures that are called for, and important among these is offering opportunities to the custody staff for their own involvement in rehabilitative programs and opportunities for their own educational advancement.

## The Need for Growth and Responsibility

Much has been learned about the sources of employee morale, and basic to the maintenance of good morale is the opportunity of staff to use some judgment of their own in conducting their work; to have work that has meaningful results which can be seen and measured, and to have the opportunity to progress. Put these concepts along side the traditional correctional officer's job and it is quickly evident that it defies the elementary principles for good staff management. It is no wonder at all that any innovative efforts within a prison so usually meet skepticism or resistance.

## College Credit and Career Progress

In trying to conceive a solution to this problem we are led to the idea that career education for prison guards is essential. In Minnesota this idea emerged in the form of a training academy established within one of the correctional institutions, but operated by one of the state colleges. Correctional officer recruits are scheduled for several weeks of full-time study in classes organized by the college and providing full college credit. The course titles include Introduction to Corrections, Psychology of Personal Development, Applied Sociology, Institutional Organization and Operation, and Technical Report Writing.

Following this initial training, the Corrections Department, through its liaison with the college, gives substantial encouragement to each officer to continue his college work along lines that will enhance his promotability, with the job specifications for upper level jobs being tied in with college achievement. As a part of this plan, the correctional officer may elect to move up in either of two functional tracks: assignments with emphasis upon custodial responsibilities, or assignments with emphasis upon counseling duties.

## Correctional Officers in Training Roles

A somewhat different development, but with the same basic purpose in mind, is in an active planning stage and shortly to be started in Delaware. It involves the use of the group process known as guided group interaction, one of the most dynamic and effective treatment techniques ever developed in corrections. This requires a group discussion with ten inmates and one staff member, running for an hour and a half, at least five days per week. It is a process which is demanding of skill, but it is a skill which can be learned by persons without advanced education. Also, while the conducting of the groups is exhausting work for the staff member, it is deeply rewarding because of the opportunity it gives of direct involvement in the process of change.

The plan now evolving in Delaware is to send about 15 staff members for training in this work, with most of these being correctional officers. Each officer will then be conducting one group session each day, and as he develops his competence he will train other officers so that eventually the process will be in general use in the institutions, and all the officers who have the interest and aptitude will be involved.

Obviously, this in itself is not a career advancement program. Aside from its therapeutic impact upon the clientele, it only serves to give certain interested members of the custody staff an exciting and satisfying new role. But of course this in itself is a great gain. If it is then developed in conjunction with college courses and increased opportunities for promotion, we will have gone a long way toward a very basic improvement of the prison. In that case we will have created a context in which career education for inmates and staff alike will not only not be opposed but will be demanded.

## Progress Must be on a Broad Front

All of this points up a basic principle of corrections management which has already been mentioned but which has already been mentioned but which deserves repetition: Progress must be general and not piecemeal.

In a legislative hearing on a proposal for an improved parole board structure one member of the legislative committee asked, "If this measure is approved will it reduce recidivism?" The answer to him had to be that it would not--not by itself. Progress, and the reduction of recidivism, are dependent upon many many efforts being made together. Any one specific effort alone will have little impact, and may even have a negative effect, unless a more comprehensive upgrading is promoted on a broad front.

There is an old saying that charity begins at home. In the same way, the search for support of any improved program begins at home. Career education is no exception.

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# STRATEGIES FOR OBTAINING SUPPORT FOR ADULT CAREER EDUCATION IN CORRECTIONS

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The political process and the matter of public relations are inseparable ingredients when considering strategies for gaining support for adult career education in corrections. We are talking about the political process at a time when the level of confidence in politicians is at a low ebb in the minds of many of our citizens. We may well be at the low water mark of our political integrity and confidence. Few would argue the point that we are at a crucial time in our national history and one in which the question of credibility, or lack of it, is being felt more emphatically and poignantly than at any time in our history. The difficulty of working successfully within the political system, and the accompanying problems of gaining support for adult career education in corrections through improved public relations, is compounded by the complexity of our times.

There are numerous signals that suggest we are living in a time when the people of our culture are involved in a leadership crisis. The low level of confidence in political leaders as reflected in Gallup Polls, or which can be observed by talking to the man or woman on the street, is but one signal of the lack of confidence in leadership. In some of our institutions we also find designed efforts to neutralize the authority vested in leadership positions and place responsibility, sometimes without accompanying accountibility, in the hands of committees. Courts have been swept up in the movement of diminishing the power of authority while building individual rights, often with little or no consideration given to responsibilities. All of these signals are simply indications that many of our citizens are no longer willing to accept authority.

When considering the necessity of utilizing the political system to acquire enabling legislation for adult career education in corrections, it may be well to recognize that numerous politicians have reacted to pressures of political expedience rather than occupying a position of leadership or a pro-active stance in which long-range planning was considered.

The current "energy crisis" illustrates the above point. The facts and figures regarding our energy consumption, our ability to process and distribute, and about energy reserves (as well as such considerations as air and water pollution) have been available to politicians all through the decades that have been utilized in building an economy and way of life that is now facing energy bankruptcy. Political expedience, however, reigned over leadership with the result being that the balance beam has been tilted, with amazing rapidity, so that supply and demand, with all of its political, economic, social and national security implications, literally explode in our news media.

There are numerous and complex reasons which are interrelated and wide ranging, and no one segment of our culture can be singled out as being totally responsible in this instance; but had our elected representatives assumed their roles as leaders, in preference to manipulators of political expedience, the scene with respect to the energy crisis might well have been altered to such an extent that no crisis would have ever been precipitated.

The point here, however, is not to go into all the ramifications of the energy crisis, but to indicate that many of our elected officials are motivated to a significant degree by political expedience rather than rising to the challenge of leadership. Once it is recognized that expedience is a factor with which advocates of adult career education in corrections must deal, then it is possible to consider approaches to capitalize on, or utilize, the political thrust that can be generated by elected officials who operate from a base of expedience. When the forces of expedience are harnessed with the forces of leadership, it is possible to gain support for enabling legislation for adult career education.

There are some obvious limitations or obstacles confronting those who would foster enabling legislation for adult career education in corrections. It is sometimes hard to find a politician who wishes to sponsor such legislation simply because there aren't many districts or precincts with a sufficient number of inmates who are registered voters to constitute a voting block large enough to elect a candidate. Within the political arena there is often little bargaining power in bills that deal with the operation of correctional institutions. In other words, the legislator who is looking at trading votes doesn't find many of his constituents searching for votes or compromises in the area of correctional legislation. There is often more to gain, politically speaking, in other issues.

Still another factor is that typically, correctional institutions are out of the mainstream of day-to-day affairs and often go unnoticed by the typical citizen. A feminine commuter, for example, who drives bad roads each day to and from work may get irate about wear and tear on her car and delays that are experienced as a result of the poor road surface. When it is time to vote for a candidate, she will listen to one who is interested in road construction, or she will possibly support legislation that she feels will solve the problems of poor roads. The immediacy and personal involvement the commuter has with the road problems, and her ultimate relationship with politicians because of the road problem, generates concern and action. Questions in the area of adult career education in corrections do not command the attention of the voter as does the rough road.

It is also difficult to find registered lobbiest for correctional programs who stalk the halls and hearing rooms of a legislative body. The economics of the situation is seldom perceived in a way that support for corrections can be expected. Many of the forces that have been manipulated to foster legislative action have not typically been found present to enable the easy accomplishment of enabling legislation for correctional institutions.

There are legislators who have a deep and honest concern form improving conditions in correctional institutions. It is with the interested and dedicated legislator that a base of power needs to be established and fostered. Legislators and bureaucrats have recognized that for individual or institutional upward mobility it is essential to identify and employ the power base in a given setting. For those who work within the correctional institutions it is important to work within the structure, to follow the chain of command whenever possible.

If working within the chain of command becomes impossible, it may become necessary to circumvent it and go to an outside "sponsor" in order to tap a broader power base. There are obvious risks involved in seeking an outside sponsor -- risks that can best be assessed by the one contemplating them at a given time under given conditions and against a speculative estimate of possible gains. The risk-taker must recognize that if his effort to go around the normal chain of command fails, there may be a very high price exacted of him.

The better a person understands the structure in which legislative support may be gained for correctional institutions, the more likely it is that satisfactory results can be expected. The flow of power can be traced from the voting population at which the greatest amount of power resides, and where there is the broadest degree of influence to the governmental level, which is defined as our legislative process. As a result of the legislative process we have the establishment and controlling, or enabling, legislation that is manifest at the institutional or system level. Within the institution or system there are generally local units which function at the operational level and which are bureaucratic in nature, controlled by system policies, and prone to be somewhat autocratic in management and administrative matters. The level of authority at the local unit level is often reflected in the fact they are fiscally dependent entities. While the local unit is not granted any legislative powers, it is not without legislative influence if it chooses to develop such influence if it chooses to develop such influence. Within the confines of the system, and by developing and fostering political influence, individuals at the local governmental organization or unit level can take steps to shape the direction and support needed for their unit.

## Obtaining Authorization for Adult Career Education

### Enabling Legislation

To set forth a formula for accomplishing legislation for adult career education in corrections is, at best, a risky task. It could be likened to the novice taking golf lessons, or even worse, trying to teach himself by reading books written by various experts. Some experts may stress the stance and balance, or shifting of weight, in the golf swing. Another authority will emphasize the grip in such convincing terms that one would surely assume that therein lay the secret to good, if not great, golf. In reading further, however, the novice golfer is sure to encounter the proponent of the back swing, or the advocate of the down swing and shift of weight, possibly the writings of those who stress the follow-through would also need to be considered, not to mention, the professional who claims the secret to good golf lies in keeping the head down and the eye on the ball.

It could just be that all the experts are right. Each advocate of some element of the golf swing has tried to explain how his approach has worked -- and with some obvious authority and justification as reflected in his winnings. Yet, there is still the necessity of each golfer putting his own swing together -- of developing his own emphasis and winning combination. It may be that the same is true in terms of getting legislative support. There are several tried and true elements to the process, but it needs to be applied in each setting and at each time for the individuals involved.

Public support and acceptance usually needs to be present to secure enabling legislation. Typically, legislators remain indifferent to topics which elicit indifference from the public. Legislators cannot afford to spend too much time on topics which have no relevance or importance to their constituents. Creating or fostering public support can ultimately have an effect upon legislation.

## Identify Legislative Support and Lobby

There are various ways which can be employed to inform legislators and enlist their support. Some of these ways are even legal. Obviously, legislators need information which is accurate. In this sense, the person seeking legislative help must be certain the data given legislators are accurate, open and complete. Most legislators, although they want complete data, are also interested in getting the information in as efficient a manner as possible. To communicate with many legislators it is often necessary to talk to an aide who is often trained as an attorney. To understand how to communicate with such aides can be of major importance since they can be an inevitable link through which information must flow. Support, when it can be enlisted, from citizens in the form of individual letters or formal communications from fraternal, social, service, or business groups can also help gain the attention and ultimate support of legislators. In some instances site visits can be arranged for legislators. Practice has revealed that the more items of information that flow from a base of power to the legislator, the more apt he is to listen. Lobbying can be effective and legitimate as a means of identifying interested legislators, or creating an interest, by providing information and support.

The art of negotiations warrants understanding since it is such an integral part of the legislative process. One aged legislator has said, "All legislation comes about as a result of compromise." Compromise is achieved through the negotiation processes so that whether it is negotiating with a legislator, or understanding how a legislator must negotiate with other legislators, it becomes clear that knowing the elements of negotiation can be important (Nierenberg, 1968).

Timing, which in many instances becomes an element of negotiations, is also worthy of consideration. There are obvious times, when various conditions have been put into motion, when passing enabling legislation is going to be much easier than at other times. It is not difficult to find instances where the needed conditions were not present so the advocates had to create the conditions and wait for the right or appropriate time to come along before they pushed legislation. Older servants of the public have said, "Strike while the iron is hot and hold off when it's cold."

A well run program has much value since it can attract positive attention while a poorly run program may obviously gain much unwanted publicity. Within an institutional framework we often overlook the political value of running a good program. A well-run program may be one of the most effective influences on legislators. It is simply a matter of doing a good job at the local governmental organization or unit level so that a positive influence may be directed at the governmental, or legislative level. It may not do much good to advertise a poor program, but it may help a great deal to advertise a good one.

## Local, State, and Federal Enabling Legislation

Within the legislative process, enabling legislation may be achieved at the local, state, or federal level. All will obviously be subject to judicial review against the back drop of the constitution. While state legislation is expected to be consistent with federal legislation, and local legislation relates to state legislation in a similar pattern, the test of constitutionality can be appealed at all levels.

There is a dimension that is sometimes present in federal legislation which requires the states to have accompanying legislation. States in like manner have, in various instances, made provision for sharing in the support of certain local efforts when certain conditions are met. Through such arrangements it is possible for federal legislation to shape state legislation and state legislation, in turn, can achieve an impact at the local level.

The strategies for obtaining support for adult career education in corrections may involve the same steps at the local, state, or federal level. Some may suggest that size or level is a variable that may require different strategies. Such an assumption is not necessarily true. Strategies with common features can be used at all levels.

## Enabling Policies

Once enabling legislation has been passed, with the intent to facilitate the accomplishment of specified goals, the next step in the movement of the legislation to fruition is the establishment of policies. Much misunderstanding about what constitutes policy exists. Policies should be broad in scope, consistent with the enabling legislation, applicable under as many as possible of the foreseeable conditions, and yet definitive enough to be clearly understood. Implicit in the above interpretation of policy are some things which policies should not do, such as: be regulatory in an immediate sense, be made to cover a specific or single situation, deal with specific operational routine, or become administrative in nature.

Policy is usually generated at the level associated with a board of governors, or a board of control. Such boards may be appointed, or in other situations be elected to office. Their basic responsibility is to translate the statutes into policy. They are, or should be, policy boards. The administrative officer is responsible to the board and charged with the task of administering the organization within the policies set forth by the board. It is up to the administrator to carry the translation of policies one step farther into the level of administrative regulations.

A need is perceived (step I) and enabling legislation passed to meet the need (step II). The board of controls establishes policy (step III) which sets up the perimeters for the administrative officer and his staff to determine the necessary regulations (step IV) for carrying out the program. The cycle is completed.

## Conducting Public Relations

Public relations, like lobbying, is more than advertising. Advertising may be one part of public relations, but public relations involves broader purposes and approaches than advertising. While public relations, like advertising, can be directed at a certain population, it can be demonstrated that it is possible to focus a public relations campaign at external or community groups, or at internal groups such as personnel within corrections. Public relations, consequently, may provide an important field of influence on those who affect enabling legislation for corrections and for those who work within corrections.

In one sense, public relations is designed to create an image. Image building is often accomplished in a more subtle, less direct way, than by disseminating information. The dissemination of information is, however, a part of most public relation's plans.

The dissemination of informaion, often designed to create an image, has some implicit antecedents. Before information can be disseminated, it must be gathered and analyzed. Impressionistic information may serve some limited needs, but the public (especially the public that has been bombarded with crises and scandals), legislators, and those within corrections need substantiated and confirmed facts. The day of a convincing speaker who comes in front of a camera, or is called to a hearing, and who gives his impressions and feelings about a program are over. Hard data are needed and must be gathered through sound procedures which are thorough, unbiased and defensible. There are situations when outside evaluators may add to the credibility of certain assessment data. The plea for presenting hard data does not mean that it must be presented only in a long, dull report. The long, dull report may best be summarized and communicated to the public through modern media techniques -- but it is important to have the full documentation behind the report to the public.

When we talk about program improvement such as adult career education in corrections, we are talking about the change process. A public relations expert will understand human wants, and how these wants can be translated into the change process (Barnett, 1953). In this respect there may be one set of wants expressed by the community and another set of wants identified by corrections personnel. These differences need not be in conflict, but are often differences that come about as a result of perceptions that differ because of differing vantage points. Internal and external public relations will yield the best results when wants of people are understood.

Involvement of significant individuals is a key to good public relations. The feeling of ownership, pride, and personal identity is enhanced for those individuals who are realistically and meaningfully involved. Involvement, for those outside the organization in the community, and for those within the organization, is crucial. Community involvement will, of necessity, differ from involvement of persons inside the organization. The principle, or concept, of involvement is applicable to both groups.

Some techniques, or approaches, that have been used to build better public relations include use of mass media, tours, public service projects, advertising, lobbying, joint or participatory planning, and displaying a well-run organization. When considering such approaches, it is possible to illustrate that they may have different applications for community groups as contrasted to internal groups.

| Approach | Community Group Application | Corrections Personnel Application |
|---|---|---|
| 1. Mass media (TV, radio, newspaper) | Information, Attitude | Pride<br>Attitude |
| 2. Tours | Information, Attitude, Better Understanding | Pride, better relationship with public |
| 3. Public Services, i.e., clean-up day, collection of Christmas toys, etc. | Information, Attitude | Pride |
| 4. Advertising | Information | Awareness |
| 5. Lobbying | (only indirect awareness) | Awareness, feeling of involvement |

| | | |
|---|---|---|
| 6. Joint Planning | Feeling of Ownership<br>Information<br>Attitude | Feeling of Ownership<br>Pride<br>Attitude |
| 7. Results of well-run program | Indirect<br>Information | Pride<br>Information<br>Feeling of Ownership |
| 8. Speaking Engagements | Information | Feeling of Ownership |

The above listing of approaches and emphasis is not intended to be all inclusive, but may serve to suggest that a given approach may serve the community in one way and internal personnel in a different way. Each illustration above could be expanded and refined, but the listing of approaches to public relations can also be used to illustrate that public relations does encompass more than advertising.

## Conclusions

As one views the strategies which may be used to obtain support for adult career education in corrections, and considers briefly the areas of obtaining enabling legislation and public relations, it becomes very clear that the topic eludes simple answers. Many complex relationships exist in a complex system at a complex time in our society. The temptation exists for persons involved with such problems to say, "What difference does it make; everybody else is going ahead and just collecting their pay. Politicians, big business, the military, advertising -- they control things, and what I do won't make any difference." Such an expression or response to existing conditions is one of the most dangerous positions we, in our society, can take. If what we, as individuals, do or don't do makes no difference, then there actually is no point in having correctional institutions. What an individual does is of the utmost importance.

We must understand our system and utilize it to accomplish our needs. If imperfections exist in the system or the process, as they do, we need to work toward the perfection of the system and process as we work toward goals to be obtained through the system. Imperfections can be corrected. The system can be improved rather than accepting defeat or yielding to other systems which may be less perfect, but for which there is strong advocacy from those who would like to move into positions of power. We cannot take our system for granted; and if we are to have a system that fosters individual dignity and purpose, it is up to us, as individuals, to make it work.

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# COMMUNITIES, CAREERS AND CORRECTIONS

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I want to begin by rambling a bit. My ramblings are loosely related to the subject of career development and correctional institutions, and I may try your patience a bit before you begin to see where I am going.

First, I want to speak about one of my ancestors. He was an incorrigible corrupter of the community's morality, but I nevertheless feel a great affinity for him. He is recorded in the Sessions' family geneology only by the rather curious name of Black Sessions. In his own way he was a man of considerable eminence, a member of the Continental Congress and a deacon in the Congregational Church of Westminister, Vermont. But there came a time when food was scarce, and Black Sessions had little but potatoes to put on the table. Hunger has often led men to crime, and so it did with Black Sessions. Late one Sunday afternoon he saw a deer come out of the woods. He seized his gun and shot the deer.

For this the church brought him up on charges of breaking the Sabbath. He was found guilty, and the pastor was instructed to read the sentence of ex-communication on the following Sunday.

Black Sessions was asked to rise in his pew while the sentence was read ex-communicating him for breaking the Sabbath. He arose, and as the pastor was about to read, he reached for the gun which he had carried to the meeting-house, levelled it at the minister's head, and in his most determined voice said, "I forbid that paper being read from the pulpit." The pastor quietly replied, "All things are lawful unto me, but not all things are expedient, and I do not think it expedient to read this paper."

Black Sessions remained a member and a deacon of the church until his death, and I am proud to count among my ancestors such a devoted reformer of the system of criminal justice.

Turning from the past to the present, I want to say a word about Professor Andrew Chovanes of St. Mary's College in Maryland. He was recently sentenced to three years in the Maryland State Penitentiary because in his backyard he raised for his own use and curiosity a small patch of forbidden marihuana. Like Spiro Agnew, he pleaded *nolo contendere*. But evidently in Maryland it is safer to rake bag money across the governor's desk than it is to raise a patch of pot. At any rate, Spiro Agnew and Professor Chovanes share one penalty in common. Neither of them will be allowed to return to his previous job.

And then I want to turn to something out of the quite remote past. It nevertheless has a rather contemporary ring to it. In the time of

King Louis XI merchants sometimes cheated their customers by burying stones in the butter to make it weigh more. The exasperated King therefore issued an edict in 1481 that anyone accused of this crime would be required to stand in the hot sun with the butter atop his head until it melted. If the sun was not hot enough to melt the butter, the accused was then required to stand in the prison yard before a roaring fire until the butter had melted. The edict invited the populace to hurl any epithets at the accused "without offense to God or King."

There are days when I must admit that I would like to see this treatment extended to the manager of my neighborhood supermarket. But the thing which fascinated me about the King's edict is that nowhere does it refer to those who are found guilty of putting stones in the butter. It speaks only of those who are accused of putting stones in the butter. Presumably when the butter had melted over the accused merchant's head it would be readily apparent whether or not it did in fact contain stones. My first reaction to all of this was, Thank God, it could never happen today. But of course it does happen today. Our penal institutions are filled with untold thousands of people who have never been convicted of anything. They have spent months and even years in jails and prisons waiting for the trials that will ultimately determine their guilt or innocence.

Finally then I want to recall the familiar story of Thoreau who was put in jail for his opposition to the Mexican War. Ralph Waldo Emerson visited him in jail and looked at him in amazement. "What are you doing in here?" he asked. Thoreau in turn asked Emerson, "What are you doing out there?"

All of my rambling anecdotes come down to essentially the same thing. The line between the community and the incarcerated is a very vague one. Many who are "in there" ought to be "out here," and I am afraid that many who are "out here" ought to be "in there." Criminal justice has always been, even at its best, a very inexact science. This is a very important point to bear in mind when we talk about the role of the community in regard to correctional institutions. I am afraid that far too many people think of prisons as being filled with rapists and child molesters. Not many prisoners are Mahatma Gandhis, but neither are many of them rapists. This must be understood in the community because, I am convinced, the community and correctional institutions can work together in a meaningful way only if they perceive themselves to be in a symbiotic relationship.

The convict's need for the community is abundantly clear, but the community's interests are harder to identify. Nevertheless it is a fact of life that significant community involvement in any correctional program will result not from any do-gooder impulse but rather from a shrewd realization that what is good for the prisoners is also good for the community. I am not talking about how the community may benefit from the work convicts do in making license plates or in keeping the state highways in decent repair. I am talking about something which cuts much deeper into the concerns of the community.

A program which has been operating in Chesapeake, Virginia with the active participation of the AFL-CIO illustrates the benefits to the community of a well-designed career development program in correctional institutions. The city of Chesapeake obtained federal grants to establish an Educational Media Center in the city jail and to develop a counselling and orientation program for inmates, but the most important phase of the project came with a federal grant to establish a work release program which allows inmates freedom to work at steady jobs on weekdays while serving out jail terms or fines. Vincent Moretti, area representative for the AFL-CIO's Human Resources Development Institute, has been actively involved in the program since its inception.

The work release program has been of great benefit both to the inmates and to the city of Chesapeake. Out of their earnings, the inmates pay off court imposed fines, thus shortening their time in jail. An even greater saving to the city accrues from those who have been jailed on non-support charges. In the past these cases have tended to be a modern version of debtor's prison. The longer a man is kept in jail, the farther behind he falls in his non-support. Under the Chesapeake work release program, inmates use a portion of their earnings to pay off their accumulated family support obligations. As a result, a substantial number of Chesapeake families have been able to go off the welfare roles.

All in all, it is a fair guess that the program has saved far more money than it has cost. Benefits to the inmates are more than matched by benefits to the community. Participants in the program have been able to work steadily at wages ranging from $1.60 to $4.00 an hour. Their earnings have enabled them to pay off their family and other financial obligations and to obtain quicker release from jail by paying off their court imposed fines. In many cases participants, upon their release, have a substantial amount of money saved from their earnings with which to make a fresh start in life. Many of the participants after their release have continued to work permanently at the jobs to which they were assigned during their work release experience. They have had the benefit of expert and sympathetic counselling which has enabled a substantial number of them to re-evaluate and modify their life style.

Participants in the Chesapeake work release program have been assigned to jobs in shipyards, construction, automotive repairs, and many other enterprises. Although they have worked for both union and non-union firms, the majority of their jobs have been in unionized establishments and the unions which have thus been involved in the program have included among others; the Carpenters, the Laborers, the Boilermakers, the Operating Engineers, the Teamsters, and the Oil and Chemical Workers. The very early involvement of the AFL-CIO's Human Resources Development Institute was a crucial factor in securing the support not only of the unions but of the unionized employers as well.

I have dwelled upon the Chesapeake program at some length first of all because it so well illustrates the symbiotic relationship about which I have been speaking. The community and the prisoners mutually benefit from the program. Secondly, the Chesapeake program is a model of total community involvement in the planning of the program. Too often "involving the community" means coming to the various elements in the community after the project design has hardened and then trying to win community sanction for that which the community had no part in shaping. The Chesapeake program began with a broadly based community group including both employers and organized labor. The program was accepted by the community because the community had helped to plan it.

My point may be clearer if I give an illustration of the opposite sort of thing. An official of the Office of Education told me rather bitterly about the trouble a high school career education program in West Virginia had been experiencing with the local unions. Students had been assigned to jobs on a construction project. When the union business agent arrived at the site and found the students working, he stopped the entire job until the students were removed. I tried, I am afraid without much success, to explain to my friend in the Office of Education that any self-respecting union business agent will blow the whistle if he turns up at a job site and discovers that unbeknownst to him non-union workers have been placed on the job. The time to involve the business agent would have been when the project was in its earliest planning stages, not after the students had been assigned to the job.

There is nothing which I have to say that is more urgent than this. If any of you are involved [illegible] developing career programs, whether they involve correctional institutions or whatever, the manpower training arm of organized labor is the Human Resources Development Institute. It has a large field staff and has representatives in most major cities. Their nearest field representative can be contacted by calling the AFL-CIO local central body. And the time to do it is the morning of the first day that you decide it might be a good idea to begin a career development program. The local field representative of the Human Resources Development Institute can be immensely helpful to you if you involve him or her in your plans from the very beginning. And that representative can cause serious obstacles to the program if he or she is involved only at the last minute. No one is in a better position to identify those community needs which are the basis for the symbiotic relationship between the community and corrections about which I have been speaking.

I want to turn now to some of the specifics of career education. I have written and spoken a good deal on the subject, often to the apparent discomfort of officials in the Department of Health, Education and Welfare. I want to review a few of my concerns as they relate to career development in corrections.

Career education today is very much the "in thing." It has become a very large umbrella under which both useful and dangerous ideas have found shelter. Among the most useful concepts in career education are the introduction of a work-oriented curriculum in the very earliest years of school; the development of a unified curriculum in which preparation for work and academic education are melded together into a single whole; and the effort to establish a modular curriculum through which every individual, at whatever point he or she leaves school, would be prepared for some kind of job. Those are pluses, and they have varying degrees of relevance to career development in corrections.

As to the dangers, the gravest of them is quite simply that education may be corrupted into pure and simple job training, with the test of an effective education being the ability of the individual to earn a living. Education must be always more than this, whether it be in kindergarten or in an adult correctional institution. Education must be concerned with the self-fulfillment of the whole person. Education must prepare people for the world of work, but it must also prepare them to be intelligent consumers when they spend their earnings. It must prepare them to be effective members of their family groups and effective citizens of their communities and of their world. It must also prepare them to enrich the quality of their lives.

Recently I previewed an educational television film prepared for elementary grade career education programs. It showed three children who wanted to go to visit a travelling carnival, but they had no money. The film showed how each of them managed to earn eight dollars, and it ended showing them gleefully running to the carnival. The message was two-fold. You need money to achieve your goals, and if you put you back to it, you can somehow earn the money. The film's producer was aghast when I pointed out to him that the three children were about to be taken by a con man and that the most they were likely to have for their hard-earned eight dollars was a twenty-five cent Kewpie doll. Education must be as concerned with how one spends one's money as with how one earns it.

Many of those who write about career education seem to have returned to the nineteenth century romantic notion that work is in and of itself the ultimate nobility. The literature of career education is full of bold promises about what this new movement can do to restore "the work ethic" and "the dignity of labor." This is the outsider's view of what work is all about. George Bernard Shaw had better insights when he said that he owed all of his success in life to hard work. He explained that he had done one day of it, and it taught him a lesson that he never forgot. Most workers do not work because they think it is the ethical thing to do, but because their families will go hungry if they don't. Massive unemployment results from a lack of jobs, not an erosion of the "work ethic." Workers are fully aware of the fact that their jobs frequently involve indignities, and that is why they form unions. If there is dignity in labor, it usually is not a natural state of affairs but rather the result of unions through which workers have brought a measure of dignity to their jobs.

Some comments from Dr. Edward Zigler of Yale University's Child Development Program are typical of the thinking of many of the high priests of career education. He writes:

> (We must) convey to young people that skilled and semi-skilled labor and other occupations that do not require a college education are not second-rate jobs for second-rate people. There are jobs worth doing, and worth doing well;

> they can be deeply satisfying to an individual who because of his unique interests or abilities, does not find fulfillment in extended formal schooling. Young people will not have the freedom to choose such occupations as long as the adult members of society send the message that some careers are not as intrinsically worthy of aspiration as others.

This sounds reasonable enough until one asks just what particular group of young people it is to whom Zigler would convey his message. Is he talking about the children of Yale professors? If so, "freedom to choose" is there for the asking. There is no barrier to Professor Zigler's children. If they want to go to Yale, They are free to do so. If they want to enter an apprenticeship program, their applications will be considered on a par with all other applications and they will probably do quite well in meeting the entrance requirements.

Or, is Professor Zigler talking about the children of those who all along have been doing the work that does not require a college degree? If that is so, then his message is totally inept. From the first settlement of the American colonies virtually the only jobs that have been open to young people from workers' families are those jobs which do not require a college degree. To tell those young people that there is satisfaction and dignity in that which is their probable economic destiny is not making it possible for them to have "freedom to choose." It is rather telling them that they should be satisfied with their lot in life.

Freedom to choose for the sons and daughters of most union members means providing them with realistic options of learning a trade or going on to college, and the same is true for most ex-offenders. In far too many cases, they do not now have that freedom, and organized labor is determined to help them win it.

I cannot resist observing that, as in most matters which it has touched, the Nixon administration creates a serious credibility gap in its devotion to career education. I note that in his Budget Message for Fiscal Year 1975, President Nixon has included the grand total of $10,000,000 for career education. Evidently the administration's commitment to career education consists of good wishes and not much else.

One of the very serious problems connected with career education has been the reluctance of its advocates to define what it is that they are talking about. Recently I received a working definition of career education from an HEW official. He explained that in the past we used to take the third grade class on a field trip to the zoo. When they returned to the classroom, he said, they talked about what the monkeys had done. Now, he said, they make exactly the same field trip to the zoo, but when they get back they talk about what the zoo keeper did.

That definition leaves me a bit uneasy. If career education is to mean anything in corrections, it is going to have to involve the total community in helping each of them to achieve total personal fulfillment. Organized workers are eager to join in seeking methods toward achieving that goal and in establishing the community's own need for its realization.

# COMMUNITY AND CORRECTIONS
# RESPONSIBILITIES FOR ADULT CAREER EDUCATION

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Almost every book on corrections has a section on community involvement in corrections. This has been going on for generations, but the net effect has been relatively small. Community involvement exists, but it exists on the fringes of the institution, rather than being involved at its core. This paper explores some of the reasons for this situation, examines some situations in which communities are involved more extensively than usual, and suggests some ways on facilitating more effective involvement. Career education provides the framework for this examination, so a brief introduction to careers and career education is necessary.

## Careers and Career Education

The traditional model of a career involved progression through a hierarchical series of jobs, with each step involving a "promotion" within the hierarchy. Thus, one might have a career in the army, beginning as a recruit, and retiring as a master sergeant. If a person retired or was discharged, we said his career was over (though we might allow him to begin a new career if he was young enough). Under this concept, many people do not have careers. Housewives do not have careers, for they are not eligible for promotion, nor do many people in corrections, for the career path from corrections teacher to warden is not a straight line.

The more modern concept of a career is a series of work experiences extending throughout life, with the ideal career (from the standpoint of the individual) being made up of a series of work experiences, each of which is more satisfying than the preceding one. Housewives have careers, convicts have careers (both before and after they are convicted), correctional personnel have careers, and, since work does not necessarily involve pay, some persons can even have careers as volunteers. Everyone has a career, but some careers are far more satisfactory than others, and very few people have an ideal career.

Career education is

> ...the total effort of public schools and communities aimed at helping all individuals to become familiar with the values of a work-oriented society, to integrate these values into their own personal value systems, and to implement these values in their lives in such a way that work becomes possible, meaningful, and satisfying to each individual (Hoyt, et al., 1972, p. 1).

Thus, career education is designed to increase the proportion of people who have satisfactory careers and to make already satisfactory careers even more satisfactory. An ideal career may be rarely achievable, but it is the ideal toward which career education attempts to move.

## Rationale for Community Involvement in Corrections

It has been said that education is too important to leave to the educators. Similarly, it may be said that corrections is too important to leave to those who are making a career of corrections work. These two statements are true, but they do not mean that educators and corrections officials are stupid. They do mean that the community should be involved in policy formation. Unfortunately, some people urge community involvement in education and in corrections on the assumption that any naive, untrained volunteer from the community can perform more and better on a part-time basis than can experienced, well-educated professionals who are working full time. This sort of assumption is nonsense at any point in history, but it is particularly nonsensical as career education for professionals is beginning to develop adequate numbers of people who are thoroughly prepared to provide the services society needs.

A far better assumption about the use of the community in corrections is that both the professionals and the community have essential but different contributions to make to more effective corrections work, and these contributions complement each other. Therefore, means should be provided for securing and coordinating the input from both groups to achieve maximum effectiveness. This input is needed not just in the institutions where offenders are confined. In a recent year in our largest state 70% of those prosecuted for felonies were not convicted, and of those convicted only 18% received prison sentences. Prisons obviously do not handle nearly as many cases as the rest of the system.

## Community Involvement in Careers Related to Corrections

The newer definitions of a career suggest that both "residents" and those who guard, care for and reform the residents have careers. By definition, however, a resident has not had an ideal career. Even those residents who seem to deliberately seek to return to custody appear to have found a career on the outside less satisfying to them then their previous incarceration. More important is the fact that every major study of the causes of crime suggests the importance of a real or perceived lack of economic success. Glaser (1964) says that over 90% of major crimes involve taking someone else's money or property, which indicates that in most cases, "...crime is a substitute or supplement for work."

Much of the literature on community involvement in corrections suggests that the prime reason for such involvement is to improve the career education provided to "residents." Certainly the community provides the environment for, and is affected directly by, inmates' careers before, during, and after incarceration. Therefore, it has a major stake in effective career education for all youth and adults, and an especially important stake in career education for offenders and ex-convicts.

Keyes (1973) lists literally dozens of community agencies which are involved in innovative correctional education programs. Table I categorizes most of these, but anyone working in correctional education programs can add to the list.

### TABLE I

Cooperating Agencies Described in Keyes (1973)

Schools

- Community Colleges and 4-year Colleges
- County or City Public Vocational Schools
- Public High Schools
- Private Trade Schools

Business and Labor Groups

- Trade unions
- Joint Apprenticeship Councils
- National Alliance Councils
- Occupational Advisory Committees
- Professional Associations
- Local businessmen
- National corporations

Government Agencies

- State Employment Security Agencies
- State Education Agencies
- State Vocational Education Agencies
- U.S. Office of Education
- U.S. Department of Labor-Manpower Administration
- Law Enforcement Assistance Administration
- Division of Vocational Rehabilitation
- Department of Housing and Urban Development - Model Cities
- Action - VISTA

Non-Profit Agencies

- PACE (Chicago)
- National Center of Afro-American Artists
- Cons Unlimited
- American Indian Community Center

What is interesting is to delve deeply into the Keyes book and see how these groups have become involved. It may not be great news to everyone that if you involve colleges you can get some excellent instructors and equipment but that the instructors won't know much about prisons or inmates; or that colleges need enrollments and are much more interested now than formerly in working with corrections systems. But, everyone is certain to learn something from this book. If you are not thoroughly familiar with the Correctional School District (Keyes, 1973, p. 317) or the Exxon Industrial Support Program (Keyes, 1973, p. 111), you can learn a great deal. The introduction made me want to learn more about Project Second Chance, operated by the Brooklyn Businessmen's Committee for Employment of Ex-Offenders, but nothing more is said about it.

The programs listed by Keyes suggest that communities provide five basic types of assistance: advice, materials and equipment, instructors, job, and on-the-job training. It would help if someone would explain what the community gets in return. Protection? Feelings of superiority? Publicity? Too few people have worried about this side of community involvement.

## Career Education Before Incarceration

No one knows in advance who will turn out to be a criminal. Persons from the most unlikely neighborhood environments and family backgrounds build careers which are satisfying both to them and to society. Chance has played a major role in career development, and, or course, there are far too many things we don't know about what motivates people to choose socially desirable and undesirable careers.

Career education is the most recent effort to do something about making life careers a matter of choice rather than relying on chance. Hoyt, et al. (1973) and Evans, et al. (1973) describe excellent programs designed for all elementary school and junior high school students. At both levels a great deal of stress is placed on community involvement in these programs (student involved in the community and the community involved in the schools). Whether or not career education programs in elementary and secondary schools will have a desirable effect on the choice of productive instead of criminal careers is still to be seen. It is at least possible that educational intervention at a time when attitudes are still being formed will have some lasting beneficial effects, particularly since career education is designed for all students and not just for those who are judged to be disadvantaged. The possible benefits of altering even a few careers from those which require costly custody to those which contribute positively to society are obviously enormous.

## Career Education During Incarceration

Career education has three phases: career awareness, career exploration, and career preparation. Each of these three phases is repeated several times during a person's life, though some of the career education literature mistakenly suggests confining awareness to the elementary school and exploration to the junior high school. Most inmates have had almost no exposure to any of these three phases, but in spite of their lack of awareness or exploration there is a tendency to throw them as soon as possible into a form of vocational training which is limited to career preparation. It is easy to see why this is so. Pointer (n.d.) says that every major study has shown "...that the predominant concern of most federal offenders is with their economic problems. Many inmates see vocational training as the only rehabilitation or constructive activity the institution has to offer." Naturally, therefore, there is a tendency to forget career awareness and career exploration. For adults, the best way of approaching this problem is quick cycling back and forth through all three phases. This uses the short time available for career education of most offenders to the best possible advantage.

Sullivan (n.d.) comments that "...the core of successful restoration is most reasonably built around relationships with the world of work." This confirms the importance of vocational training and other career education programs which are built around preparation for real jobs outside the insitution. But far too much vocational training does not have this tie. Inmates are trained to be barbers in states which refuse to license ex-convicts. Other inmates spend months on simple jobs which can be learned fully in a few days. Still others learn jobs for which they are not adapted, jobs in which they are not interested, and jobs in which there is no possibility of employment in civilian life.

> Forcing a client to enroll in a training program which is completely unrelated to his career plans does not qualify as career education. Too often subtle pressures are brought by parole boards or corrections officials to lure an inmate into . . .a training program which is antithetical to his career development (Ryan, 1973).

And much of what passes for training is really production for the short term benefit of the institution or the state, with no benefit for the inmate.

Advisory committees from the community are adept at spotting psuedo-training. Consequently they are a threat to prison administrations which stretch inadequate budgets by using cheap prison labor. The point that is often missed, however, is that advisory committees which really get involved are an excellent means of getting budgets raised to cover real needs. We have to face another problem, however. Most advisory committee members, like other volunteers, tend to get tired and give up after a few months or years.

It appears that the only long-term solution to career education in corrections is to institutionalize it. The Correctional School District mentioned above is probably the best method of doing this which has been developed to date, but there are others. Ties with public schools and colleges (community and senior) and participation in regularly funded vocational education and vocational rehabilitation programs have worked well on a continuing basis in many states. These continuing programs supplement the meager budgets left for corrections education after public apathy has sapped the total budget and after higher priority programs of feeding and confining the prisoners have used up most of the remainder of the funds. Earmarked funds for educational programs for inmates which are tied not to the remainders of a total corrections budget, but instead are tied to the amounts the public feels it should spend on civilian educational programs are the best possible way to begin a program of community financial involvement.

Once this sound base for finance of educational programs has been achieved, additional steps to community involvement can move forward without apology. The Lord (and the community) helps those who help themselves. Keyes (1973) suggests some interesting ways of building vocational programs with the help of the community:

1. Using the facilities of a local school at night when it normally is unused ("midnight classes").

2. Operating community colleges classes for private citizens inside the prison so that they have a reason for seeing what goes on and what is needed.

3. Providing an ambulance service for a rural community (and at the same time training residents in salable skills).

4. Establishing a prisoner-operated computer service center for the state (all state offices are a part of your community).

5. Persuading local automobile dealerships to sponsor inmate training at regional centers operated by automobile manufacturers.

6. Employing outside vocational training consultants to set up vocational training under a plan which phases out the consultants gradually over a three year period, with the institutional staff taking full responsibility at that time.

7. Building ties with large corporations which can offer training support and jobs.

It seems clear that two of the principal difficulties with correctional education programs are: (1) sites which are far removed from cities, where there are few jobs and where competent assistance from many sectors of the community is not nearby; and (2) parole timing which is not corrdinated with training needs. The first of these is being attacked on a number of fronts, notably by the National Clearinghouse for Criminal Justice Planning and Architecture, but the latter has hardly been touched.

## Career Education After Release

Public support is essential for the survival of community-based

> programs such as work release, halfway houses and probation or parole after care. The successful integration of the offender depends upon community acceptance of, and support for, these programs (Perspectives, 1970, p. 79).

Numerous studies have made it clear that such community-based programs are widely accepted in principle once they have been explained. Acceptance of a nearby program in one's own community, however, is much less evident, and requires sound ties with that particular community, rather than with communities in general.

Sullivan (n.d.) points out the importance of job developers, since marginal jobs encourage recidivism. Locally based job developers can help build community understanding and acceptance of the programs mentioned above. Employers almost invariably are more receptive to graduates of educational programs which they (the employers) have helped to design. The same comment applies to acceptance by organized labor. Feedback from placement helps to insure that training is related to available jobs.

## Career Education For Women Offenders

Up to June 1970, the Manpower Development and Training Act had provided training for nearly 4,000 offenders. Less than 4%, or 145, of these were women (Hovey, 1971). The Guide to Correctional Vocational Training (Keyes, 1973) shows clearly that the breadth of training for women is even more restricted than its quantity. This publication describes institutional training in 48 distinct occupational fields for men, but training for women is limited to seven occupational fields, all but one of which are stereotyped "female jobs." This publication does not, of course, describe all of the training programs in the nation, but the relative breadth of training available to men and women comes through loud and clear.

The relatively small numbers of women incarcerated and their short terms are the usual reasons given for the lack of career education available to them. Whether or not this is the full story, it appears particularly necessary for training release and work release programs to supplement the narrow range of institutional vocational training available. This, in turn, requires good liaison with the community.

## Career Education for Career Professionals

Far too little concern is given to the career needs of corrections personnel. Recruitment is too often based on factors other than interest in and ability to succeed in corrections work. Vocational training is provided on-site for "residents," but miles away, or not at all, for corrections professionals. Promotions too often are based on seniority or politics rather than on potential or actual performance. Working conditions often appear to be structured to minimize instead of enhance job satisfaction.

Perhaps most galling to career professionals is the common case of minimally qualified outsiders who are provided with thousands of dollars of taxpayers' money to come in to the corrections system to do something which capable people within the system have wanted to do for years. Too often these outsiders squander the money on high salaries and un-needed equipment and then travel on when the grant period ends, sometimes leaving the situation worse than before. Even if the work of these temporary people is effective, the fact that a program is stopped, just as it begins to do some good, is harmful to everyone concerned. We have enough revolutions of rising expectations without deliberately and cynically encouraging more.

The solution is easier to state than it is to implement. We need programs of personnel development for everyone in the system, and we need continuing programs which can be built into the system, rather than wasteful start-stop efforts which disappear after a few months regardless of how effective they are.

Why do outsiders rather than career professionals get these large sums of money, and why does the typical demonstration project not become incorporated into the system? Part of the answer lies in the attitudes of fund-granting agencies which find it cheaper to get headlines by funding a project rather than building continuing costly improvements into the system, but a major part of the problem lies within the system and in the people who make up the system. Consider these facts and comments:

1. In 1969, only 25% of the administrators in adult institutions held membership in the American Correctional Association; five per cent of administrators in juvenile institutions held membership in the National Association of Training Schools; and 24% of probation and parole administrators belonged to the National Council on Crime and Delinquency. These were the most popular correctional professional organizations in each field. Memberships in non-correctional organizations were similarly low. Presumably non-administrators have even lower participation rates (Nelson Lovell, 1969, p. 103). This suggests that organizations are so ineffective that they are not worth joining or that many staff members are not professional enough to work with other professionals to solve common problems.

2. Except in juvenile institutions, few administrators read literature from fields such as management, social welfare, behavioral science and education (Nelson Lovell, 1969, p. 31).

3. Headquarters staffs appear to control relationships with the community at large, while personnel in local institutions are expected to relate almost entirely to offenders, peers, superiors and subordinates (Nelson Lovell, 1969, p. 34).

If these statements are still correct one can see the following reasons for lack of interaction with the community:

a. Preoccupation with internal problems of a limited part of the system.

b. Traditional and organizational conditions which contribute to insularity and parochialism.

c. Need for improved skills in the political process to move programs forward (Nelson Lovell, 1969, Preface).

The career educational needs of inmates appear to be better cared for than those of the correctional staff, but the education of volunteers is even less structured.

## Career Education for Volunteers

Perhaps the most frequently misused community resource is the volunteer. Ex-convicts who work in a one-to-one setting with inmates are reported to be particularly effective. Harris (1969) asked, Who are the volunteers? Why are they volunteers? What types of work do they do? How does the corrections agency feel about them? He found that volunteers are overconfident and insensitive to institutional conditions, but this should not be surprising in view of their recruitment and training: 70% had not been recruited; 82% were not asked to provide references; 55% were not even interviewed; 85% said that there were no educational, experience, or other requirements for service as a volunteer; and only half received any orientation. Almost none received training in how to work effectively with inmates. At the same time, "...one enthusiastic volunteer is worth three professionals..." in getting public interest and support, and ten per cent of the public would be willing to volunteer if asked (Harris, 1968). An excellent, but rosy picture of volunteers is found in Perspectives on Correctional Manpower and Training (1970, pp. 79-87).

It seems obvious that training is necessary if most volunteers are to be able to go much beyond their excellent performance in building public interest and support. Equally obvious is the need for that interest and support. It is so much needed that volunteers are tolerated even when they disrupt institutional routines and harm individual residents. Career education for volunteers appears to be the only practical way to get the former while minimizing the latter.

## Changing the Views of Corrections

The public's view of corrections is really surprisingly good. The public has higher confidence in law enforcement and corrections workers than in lawyers and businessmen. Nevertheless, only one per cent of teenagers has considered corrections as a career. They feel that corrections work offers too little opportunity to provide real help (Harris, 1968, pp. 2-3).

Both the adult public and correctional workers see prisons "largely as places where convicted offenders are warehoused only to be released to prey again upon society (Perspectives, 1970, p. 79)." It is a basic law of salesmanship that you can't sell a product or a service unless you believe in it wholeheartedly. So long as "warehousing" is the predominant focus, activity, and image of prisons, it is folly to assume that the community will accept the prison "graduates" on their own, or that corrections staff will be able to sell the community on the desirability of doing so.

The comments offered in this paper suggest that:

1. Career education principles and approaches offer useful ways of analyzing and solving certain educational problems in the corrections system.

2. The career education needs of inmates, and above all of corrections personnel and volunteers need far more attention than they have received in the past. The goal for all three groups should be an increased probability of having a satisfactory career.

3. Involvement of the community offers opportunities for improving the career education of, and the career possibilities for, each of these groups.

4. Institutionalization of career education through the correctional school district approach, through ties with colleges and universities, and through close relationships with corporate training programs and other community resources offers promise of moving correctional education programs from last priority for funds to the higher position which they deserve and must have if they are to be fully effective.

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# COMMUNITY AND CORRECTIONS RESPONSIBILITIES FOR ADULT CAREER EDUCATION: THE AFL-CIO'S FEDERAL PRISON PROGRAM

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## Introduction

### Thoughts on Manpower Programs

In a recent study, Robert L. Smith (1972) wrote:

> Not all revolutions are dramatic, involving radical upheaval and violent destruction of the old. Some revolutions like the scientific and industrial "do their thing" quietly, bringing about significant changes without fanfare or a great deal of conspicuous attention... (but alter) that with which they were associated through knowledge and skill (p. 5).

Relative to other federal sources of research funds, manpower appropriations have been small, but as Garth Mangum (1971) observed, "...their impact has been greater than that generated by other research appropriations several times as large (p. 113)."

It is far too early to assert that the Human Resources Training Program at Fort Worth's federal prison is a harbinger of revolutionary change, but it is, at least, a very promising project.

### Notations on Prisons and Labor

Forth Worth Federal Correctional Institution (FCI). For some 33 years prior to October 1971, the current prison facilities in Fort Worth were occupied by a Clinical Research Center under the jurisdiction of the National Institute of Mental Health. The institution is located on approximately 238 acres on the south side of the City of Fort Worth, adjacent to the City of Forest Hill and to Tarrant County Junior College.

One of the FCI's distinguishing characteristics is the staff. At the time of the transfer, 206 out of a total staff complement of 235 were people who had never worked in a prison before. They are not burdened by a punitive ethic and--possibly--are less resentful of rehabilitative projects than the staffs of some other state and federal prisons.

As a minimum security institution, the FCI allows its "residents" a considerable amount of individual freedom. Just as unusual to the public eye, is the presence of some 100 women among the 525 inmates. The FCI is also blessed with an excellent physical plant, complete with well equipped carpentry and ironworking shops.

The residents live in one of six units: Nara, Drug Abuse, Alchholic, Women's, Chronic Medical--Geriatrics, and Therapeutic, Each counts 100 inmates, except the latter, which has 25. Every resident reports to his "Team," which consists of a counselor, caseworker, and education specialist.

In assigning the residents to various programs and work details, the Teams are well aware of the 1970 report issued by the President's Task Force on Prisoner Rehabilitation, which stated that satisfying work experience for institutionalized offenders, in vocational training, should be at the heart of the correctional process.

Organized Labor and HRDI. The AFL-CIO established the Human Resources Development Institute (HRDI) in 1968 in order to increase organized labor's involvement and participation in manpower programs. Specifically, HRDI engages in job development and placement for disadvantaged persons and veterans, directs over a score of outreach programs designed to recruit and prepare minority youths for apprenticeship in the construction trades, assists local unions in developing upgrading programs for disadvantaged workers who've been unable to move beyond entry level positions, and participates in manpower planning and manpower project development on the state and local level. Presently, there are HRDI representatives in fifty of the largest metropolitan areas in the country, as listed on pp. 320-324.

In considering relations between prisons and organized labor, it is pertinent to recall that free worker complaints against unfair prison labor date back to the time that wood rasping monopolies were granted to the houses of correction in Amsterdam, Holland. That was 1599. And, of course, in this country in the late 19th and early 20th centuries federal and state prison labor and prison-made goods sometimes competed with organized labor on the outside. In 1883, for instance, the Tennessee Coal, Iron, and Railroad Company leased the entire state penitentiary, holding some 1,300 convicts, for $101,000--about 21¢ a man per day. The company's general counsel praised the convict-lease system in large part because of "...the great chance which it seemed to present for overcoming strikes (Ginger, 1965, p. 33)."

At the federal level this animosity was eased, at least from labor's viewpoint, during the Great Depression, when New Deal legislation more or less ended the outside sale of prison products. Not until recently, though, has anyone seen the potential for cooperative projects between the Bureau of Prisons and the AFL-CIO. In several areas of the country HRDI has been committed to various prisoner release programs. Until the establishment of the Fort Worth project, the involvement was primarily advisory. Labor's potential to rehabilitate prisoners and to assist releasees in re-entering the community has still not been fully utilized. Hopefully the success in Fort Worth has demonstrated the mutual benefits of a direct working relationship between organized labor and the federal prison system.

*The Fort Worth HRDI Project*. In the Fort Worth prison program HRDI maintains a coordinator, a secretary, and three union craft instructors. As many as twenty trainees (at any one time) are allowed to voluntarily take carpentry, painting, or ironworking. Each of the sixty stays about eight months in the program, 1100 hours, spending half a day training at his trade and the other half studying in the Learning Center. The center, stuffed with audio-visual equipment, offers vocational theory, math, blueprint reading, reading skills, ABE-GED work, transactional analysis, release readiness, etc. All are taught by the FCI's Education Department, except that craft theory is gleaned from union materials placed in the Learning Center. Both enrollment and termination (whether voluntary or forced) are open-ended, so there is always some turnover.

The project was launched August 1, 1973, and finished its first eight months at the end of March 1974, with 62 trainees having been enrolled. Enrollment means they survived two months or more of training; 21 others did not last that long. By the end of March, 25 graduated and a number of others were on the verge of doing so. Hopefully, another 60 or so will be enrolled between March 27th and November 27th, 1974, when HRDI's $153,000 contract with the Department of Labor expires. By the end of March eight graduates had been allowed to work, mostly on union jobs, either via work/study release or parole. Seven were doing well; one had been rearrested. Possibly HRDI and the unions cannot continue this high degree of placement and probably the trainees cannot maintain such a high degree of success on the job, but the initial statistics are impressive.

## The Role of the Community in Conducting Adult Career Education in Corrections

### Providing Directions and Resources for Program Operation

*Origins of the Fort Worth HRDI program*. When the Bureau of Prisons took over the mental health facilities, there was, of course, an immediate need to create some vocational training. Spurred by this need, one of the Community Programs directors, learning about HRDI from the Employment Service, called the HRDI Area Representative, Mike McMillan, in December 1971. McMillan worked with the FCI Education Director Bob Clark in attempting to secure MDTA funds to hire union vocational instructors, but no funding was available. McMillan retired to his office for a day or two and was paid a sudden visit by a consultant for the Texas Rehabilitation Commission (TRC), Nita Kouretas, who informed him that TRC could pay for instructors. McMillan, taking note of the good job market in ironworking and carpentry, saw to it that instructors were hired in those two crafts, in March and August 1972, respectively. Unfortunately, the Fort Worth commercial carpentry local was not interested in the program at that time, so McMillan successfully approached the small residential carpentry local in Dallas. Its (residential) jurisdiction extended into Fort Worth.

McMillan had it in mind all along that each union instructor and his local's business agent would help place program graduates in apprenticeship programs all over the South and Southwest, wherever the men were released. Clark, McMillan, and Kouretas saw the need for a coordinator for the program and the need to incorporate other crafts, but no further funding was available until McMillan received a call from the Assistant Director of the Texas Criminal Justice Council in Austin, inquiring if HRDI and FCI would be interested in state money. They were. A proposal was drawn up that added a painting instructor, coordinator, and secretary and put all on the HRDI staff. It took effect August 1, 1973, as a result of the activities of one talented labor leader and a handful of motivated civil servants.

Current Operations. The Fort Worth FCI provides the shops, equipment, supplies, offices, Learning Center facilities, and instructors in all facets of the program except the actual craft training. FCI counselors, caseworkers, and Education Department staff are intimately involved in screening and orienting the trainees; they are especially valuable in weeding out inmates who are not interested in the program, either after they join it or while they contemplate joining it.

The Texas Rehabilitation Commission (TRC), financed by federal money, provides the trainees of all three crafts with tools of the trade, which the men can take with them upon release. TRC also offers occasional post-release services, e.g., counseling and job placement.

The program is sporadically aided by contractors, who, upon being sounded out by union men who know them, may supply films, slides, or some building materials. The California State Department of Education has supplied numerous booklets on craft theory for placement in the Learning Center. Also, the City of Forest Hill allowed the carpentry trainees to raze a condemned house, which was a source of necessary lumber for training. On another occasion the carpentry trainees went off grounds on alternate weeks for two and a half months to erect the Tarrant County Youth Center. The Center was obviously benefited, and the trainees gained valuable construction experiences.

The Texas Education Agency could not at first certify the HRDI program for veterans' benefits since it had not been in existence two years. Tarrant County Junior College then agreed to extend its Continuing Education Division to cover the prison craft courses, and the Texas Education Agency then issued its certification to the Veterans Administration. (About fifteen veterans are qualified for benefits.)

The HRDI, as mentioned earlier, provides the coordinator, secretary, and three craft instructors. The instructors, of course, come from local unions. The three international unions provide craft workbooks and test-books as well as slides and films, all of which are placed in the Learning Center. The locals and the building and construction trades council are also deeply involved in the placement process.

Upon graduation, a trainee is quizzed and oriented by the advisory committee for his craft. It is comprised of the coordinator, appropriate craft instructor, Education Department staff (Director, Vocational Supervisor, Learning Center representative), business agent of the local craft union, a union contractor, the chairman of the regional Bureau of Apprenticeship and Training, the president of the Fort Worth Building and Construction Trades Council, the Texas Rehabilitation Commission counselor, and representatives from the resident's unit (the manager, education specialist, and/or a counselor). The unit representatives report on the resident's eligibility for work or study release, the business agent and the building and construction trades council president report on the job market in that particular craft and on the current state of the apprenticeship program (whether there are any openings, whether the class is about to end, etc.), then the committee may attempt to devise a work/study release schedule for the resident.

The booming Dallas-Fort Worth area is an ideal site for work/study release and occasional permanent placements. The majority of trainees, however, cannot qualify for work release because they have too much time left to serve, because they will be released to a half-way house, or because of a temporary job market slump. When a graduate is released in another city, usually in the South or Southwest, he is accompanied by letters of recommendation from the craft instructor, the local business agent, the coordinator and/or FCI staff members. He also has certificates of completion issued by the FCI and Tarrant County Junior College. More important, the union business agent calls his counterpart in the destination city, or the HRDI coordinator calls the HRDI Representative, and attempts to place the graduate in the apprenticeship program. Failing that, the coordinator or craft instructor tries to place him on some union or non-union job, utilizing the Employment Service and the Texas Rehabilitation Commission as well as HRDI contacts.

## Manpower Perspectives

It has been a common assumption for the past decade that crime is a primary cause of unemployment. It's also been assumed that offenders want a work role in legitimate society and, given the opportunity, will accept it and quit "hustling." These assumptions may be oversimplified or partially wrong, but even if that is the case, the manpower perspective, as distinct from the rehabilitationist, would not be disturbed.

According to Robert Taggart (1972b), manpower programs do not attempt to improve employability in order to reduce recidivism. If employability can be increased among offenders without reducing recidivism, it is worth it. Any decline in criminal behavior will be an added gain, since it will lengthen the period of increased employability. The adjudicated are just the distinct minority who happen to have gotten caught anyway. From this perspective, even Fort Worth's one in eight who has been rearrested is not a failure.

Taggart and other members of the National Manpower Policy Task Force (1972a) have noted that the more successful vocational training projects for prisoners are blessed with extensive counseling, individualized training, training off the grounds, active placement service, intensive basic education, packaged lessons using audio visual techniques, motivated staffs, and adequate training resources. Moreover, if "creaming" is allowed, the offenders most likely to succeed are the better educated, married whites, with stable employment records and no previous arrests, who have been committed for crimes of violence. The Fort Worth project meets most of these criteria, except that the training is a standard in-house operation (with little day-to-day contact with the community) and that a certain amount of creaming is built-in, since the FCI is a minimum security plant. Only a third of the trainees are white, however, and hardly any have stable employment records or no prior arrests.

According to a Department of Commerce report (1972), training is less important in rehabilitation than the habitual and regular constructive employment in a well designed training program and anti-criminal personal influences of work supervisors. Also, the crucial causes that overcome recidivism don't revolve around employment so much as the decision to go straight, which depends on maturation, getting tired of hustling, influence of family and community, etc. It is much too early to say that the Fort Worth project verifies or refutes any of these points, but it is obvious that the FCI and HRDI staffs have asserted positive influences over the residents.

## Bringing the Community into Corrections and Corrections into the Community for Adult Career Education

### Ways of Establishing and Maintaining Working Relationships Between Corrections and Community

To initiate a program similar to the one in Fort Worth it is probably best that the education director, vocational supervisor, associate warden, or all three, personally approach the nearest Vocational Rehabilitation and HRDI offices. Unless the prison is near a city within commuting distance of such offices, the relationship is difficult, since there is a great need for frequent and close communication. Also, unless a city is nearby, it is difficult to establish a work/study release program, especially one that revolves around organized labor. Even then, there may be no program if there's inadequate public transportation or if the prison lacks the necessary cars of fuel.

In Fort Worth public transportation is a joke, and the FCI recently abandoned its work release vehicle because, by itself, it exceeded the institution's fuel allocation. The HRDI in Fort Worth, after months of effort, conjured up a government car that has a very shadowy legal status. The FCI has nothing to do with it, and it is available only to HRDI graduates on work release.

Also, in initiating a project with organized labor and especially in establishing a work release program, prison officials should not hesitate to acquaint themselves with union politics and infighting. Make sure the Central Labor Council approves the project, and depending on whether or not it involves a skilled trade, ascertain the stance of the local Building and Construction Trades Council. Make sure that any craft instructor is from the local craft union in the city where the prison is located, especially if you want graduates placed on union apprentice jobs as part of a work release system. If the nearest local craft union (in a given trade) is not interested in the vocational training program, the prison should consider starting with another trade.

The keynote to maintaining the program is the old one of incessant communication--between the Education Department, the wardens, the living Units, the HRDI staff, Vocational Rehabilitation, and the local unions. In the Fort Worth project, monthly screening and orientation meetings include representatives from all the preceding groups except the wardens. The Education Department holds weekly meetings with the HRDI staff. Even so, a major problem in the Fort Worth project has been the occasional breakdown in communications, not just between the Vocational Rehabilitation, FCI, and HRDI staffs, but also within each of those staffs. Talking has been defined as the way women cure all their sorrows and as the disease of age, but as Thomas Mann noted, "Speech is civilization itself. The word, even the most contradictory word, preserves contact--it is silence which isolates."

## Ways of Coping with Resistance

Within many or most correctional institutions there are strong inmate counter-cultures with norms that are antagonistic to all rehabilitative programs. Other than counseling that is probably more intensive and more steeped in mental health orientation than in other prisons, the only distinctive features in the Fort Worth program that may tend to overcome the counter-culture are the stipends and the presence of so many outsiders.

At Fort Worth FCI most trainees earn over $30 a month, which is three to five times the ordinary Meritorious Service Award. Undoubtedly some have been attracted to the program because of the money, thinking to "take the program for a ride," and justifying it to the counter-culture in those terms. But some of these trainees may use the trade upon release even though they hadn't originally intended to; they may drift into it or fall back on it; they may go straight in spite of themselves.

The outsiders involved are the numerous labor leaders (from Outreach, HRDI, local unions, and the Building Trades Council), volunteers from churches, contractors, and Bureau of Apprenticeship and Training and Texas Rehabilitation Commission representatives that sit in on the monthly screening and orientation meetings and show obvious concern over each man's fate. Counselors note that this concern by so many outsiders is deeply appreciated by numerous trainees and is a blow to the counterculture mentality.

Correctional staff members (and non-Bureau of Prisons personnel connected with the program) who may wind up opposing a vocational training program run by organized labor are ultra conservatives who oppose rehabilitation or organized labor, incompetents who are involved by virtue of their titles, and Bureau of Prisons mechanical services staffers who may feel threatened by the creation of a training program in their craft specialty. Basically the way that Bureau of Prisons and HRDI staff can cope with such opposition is to keep talking, keep listening, keep smiling, and be very persistent. To be more specific, those who are against rehabilitation or organized labor can hopefully be educated over time, as they see the beneficial effects of vocational programs; incompetents can be manipulated or avoided; jurisdictional problems can be talked out.

In regard to possible labor or management opposition to hiring offenders, it ought first to be noted that throughout the building and construction trades industry, even in right-to-work states, it is the union that does the hiring. Any management prejudice will thus count for very little. Unions are not burdened by formal regulations or by informal practices against hiring offenders. Many locals, in fact, have one or two people who have served at least a little time in jail.

Race is probably a greater membership barrier than a prison record, but there are not many unions left that are still trying to operate as white country clubs. Hiring hinges upon the confidence of the HRDI and local union leaders in a particular graduate, their ability to transmit that confidence to the local union and apprenticeship council in the release point city, and, of course, the job market. If jobs are slow, if members and apprentices are hanging around the hall waiting for jobs, then a local is in no position to allow anyone else to work on a permit or to enter its apprenticeship program.

It is possible that not all Vocational Rehabilitation offices are willing to pay for tools for out-of-state inmates. Other than the standard technique of smiling and being very persistent, one could also cite the Fort Worth example to them and remind them that it's all federal money anyway.

There is one movement that may meet resistance from a number of unions and from most prisons, and that is the drive to unionize prisoners. The National Prisoners' Reform Association began unionizing convicts in California in 1971, spread to New England early in 1972, and thence to several mid-western sites. Some private union offices with outside telephone lines have been established. The men are demanding the minimum wage, standardized felony laws, and written contracts arrived at through collective bargaining. They intend to be stronger than advisory councils. Prison officials, like all officials, tend to oppose a lessening of their own authority. It should, however, be noted that the 1930's legislation outlawing the outside sale of prison goods eased labor-prison animosity from labor's viewpoint, not from the Bureau of Prison's.

If inmates are unionized and thereby integrated into the U.S. labor market, that could be the lever that could overthrow the depression legislation that stifles prison labor. Some unions might be opposed because of jurisdictional questions or because they remained unconvinced that prison labor was fair competition, but in the long run the AFL-CIO does not oppose the unionization of any group.

American unions and prisons ought to be made aware of a British government report (United Kingdom, Secretary of State for Home Department, 1969), which noted that their government has made agreements with several unions, especially the Building Trade Workers. Transport Workers, and General Workers, by which inmates become union members, are trained by unionists while in prison, and upon release, go to work in the trades as upstanding unionists. This position is a reversal by British prisons and unions. It took them a long time to realize that prison labor is a part of free labor and that everyone has a right to work, to decent conditions, and to equal pay for equal work; also, many prisoners are regular workers anyway. The reversal took place in the mid-1960's, some years before the launching of the Fort Worth project and the formation of the Prisoners' Reform Association.

## Conclusions

It would be remiss to avoid the professor's usual fizzy-mindedness, thus it is appropriate to conclude with sentiments somewhat in contradiction to the glowing opening paragraphs. Roberta Rovner-Pieczenik (1973) wrote:

> However, we entertain no fantasies about the degree of change which manpower projects for the offender can help to bring about. Some offenders will remain unemployed and unemployable no matter what programs are available. Some employers will resist hiring the offender despite efforts made to reduce irrational fears and to provide both employer and offender with supportive services. Some members of the criminal justice-correctional institutions will defend against reform regardless of the collective evidence indicating long-term benefit. Some members of the public will always be blind to social injustice and discriminatory practices around them, notwithstanding exposure through the media.

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January 1973

## A CHECKLIST REGARDING STUDY OR WORK RELEASE RESIDENTS IN THE HUMAN RESOURCES TRAINING PROGRAM

1. A man must have the tools of his craft. They are not furnished by contractors or unions.

2. Social Security Card must be in the resident's possession.

3. Residents who are welders should have paid their certification fee and have their certification papers in order (current within six (6) months of issuance).

4. Ironworkers must have their GED.

5. Resident should make arrantments with the FCI (Resident's Welfare Fund) for a loan to pay for a work permit, since neither Texas Rehabilitation Commission nor the unions can make this payment for residents. As of now, neither the Texas Rehabilitation Commission nor the unions can pay for a man's initiation fees, though the unions may allow a man to pay it in installments.

6. Resident should be prepared to receive an orientation talk by a local union representative.

7. HRDI maintains a car for its trainees who are on work or study release, but cannot carry other residents.

8. It would be useful if the resident had a driver's license, since it is possible that he may be asked to drive on the job or to identify himself.

9. Resident should be given an opportunity to clean his tools and get them in good working condition prior to work/study release.

FEDERAL CORRECTIONAL INSTITUTION
Fort Worth, Texas

## OFFICIAL CONTRACT

Date____________________

Name__________________________ Number______________ Unit______________

Be it known to all that read this contract that the Education Department, the Texas Rehabilitation Commission, HRDI (AFL-CIO), the specific living unit, and the resident named within the body of this paper DO AGREE that the following conditions of Educational processes be attempted as set forth:

### Human Resources Training Program
### (Ironworking, Carpentry, Painting)

To attend classes 5 half-days per week in the Education Department for 550 hours, either at periods 1, 2, 3, 4 or periods 5, 6, 7, 8. The classes will begin the first or fifth period in the Learning Center for vocational theory, ABE, or GED; second or sixth period for math and blueprint reading; third or seventh period class in vocational lab for social education (TA, release readiness, union history, etc.); fourth or eighth period physical education. Those in the Ironworkers' program are required to obtain their GED.

To attend classes at the Vocational Shop in practices and procedures for a total of 550 hours. These classes also meet on a half-day basis, Monday through Friday, to learn carpentry, inronworking, or painting.

1100 hours are required for the completion of this program, regardless of any absences.

This program is part of your assignment. You are still expected to attend other scheduled activities such as groups and team assigned programs. Additional programming should be noted below by the Educational Specialist.

There is a probationary period of sixty days during which time the Human Resources Screening Committee decides whether or not to retain the resident in the program. The Resident may drop out without penalty during the first sixty (60) days.

DENOTES SCHEDULE (check appropriate boxes)

| | | | |
|---|---|---|---|
| ___ Carpentry<br>___ Ironworking | SHOP | 1, 2, 3, 4 | 5, 6, 7, 8 |
| ___ Painting | EDUCATION | 1, 2, 3, 4 | 5, 6, 7, 8 |

Resident______________________ Caseworker______________________

Residents Tested Grade Level__________ Education Specialist______________

Orig. - Resident

cc: Unit File, Education, Education Specialist, Instructor

FEDERAL CORRECTIONAL INSTITUTION
3150 Horton Road
Fort Worth, Texas 76119

## Evaluation Sheet

HRDI TRAINING PROGRAM - Ironworking, Carpentry, Painting

(To be completed each month by staff for each participant in the program)

Evaluate the following attributes on a point scale basis ranging from a high of five (5), for excellent, to a low of one (1) for unsatisfactory. A total of twenty (20) points in education and twenty (20) points in the shops, for a maximum of forty (40) points per month, will earn a trainee a maximum of $40.00 a month.

NAME________________________ NUMBER______________

NAME OF PROGRAM______________ UNIT________________

DATES COVERED______________________ STIPEND________

| | LEARNING CENTER | | | | CRAFT | | | | COMPOSITE | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | Hours Credit | | Hours Abs. & Tardy | | Hours Credit | | Hours Abs. & Tardy | | Total Hours Credit | Total Hours Absent | |
| Initiative & Participation | | | | | | | | | 5--excellent<br>4--good<br>3--fair<br>2--poor<br>1--unsatisfactory | | |
| Motivation & Attitude | | | | | | | | | | | |
| Attendance & Responsibility | | | | | | | | | | | |
| Job Performance & Quality of Work | | | | | | | | | | | |

Include a brief statement regarding the conduct and progress of the participant.

# A CAREER EDUCATION CURRICULUM

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In order to properly treat the subject of this paper, it is necessary that several definitions be given. This is true in order that we base our thinking upon the same ground rule understanding and not on our own individual experiences.

## Definitions

### Career Education

Career education is a comprehensive, systematic, and cohesive plan of instruction that will provide each student the opportunity to plan and prepare for a meaningful and satisfying role as a working member of society. A total program of career education should provide instruction for individuals at each stage in the lifelong process of career development.

Career education is not synonymous with education, although all education will in some manner help each individual prepare for his future career. Neither is career education synonymous with vocational education, although vocational education is an integral part of career education. Career education does not replace, but rather permeates the total educational program.

### Adult Career Education

The educational process begins with birth and continues through the entirety of life. Therefore, lifelong learning is no longer a cliche, but has become a reality in our technologically-oriented society. As one looks at a model of Adult Career Education, it is imperative to realize that while there is no difference in the concept of career education between children and adults, there is a difference in the philosophy involved. Adult Career Education rests upon previous meaningful experiences and activities of the adult whereas the child-oriented career education must develop these experiences, vicariously or through visitation.

In viewing a career education model for adults, entry is obtained from the bottom of the model (Figure 1) which is labeled "Life's Coping Skills." As an individual progresses through life, he will move through the model in the individual's chosen life role. As one progresses through this area, there are various options open to him such as: basic education, secondary education, and/or higher education. At the same time, as

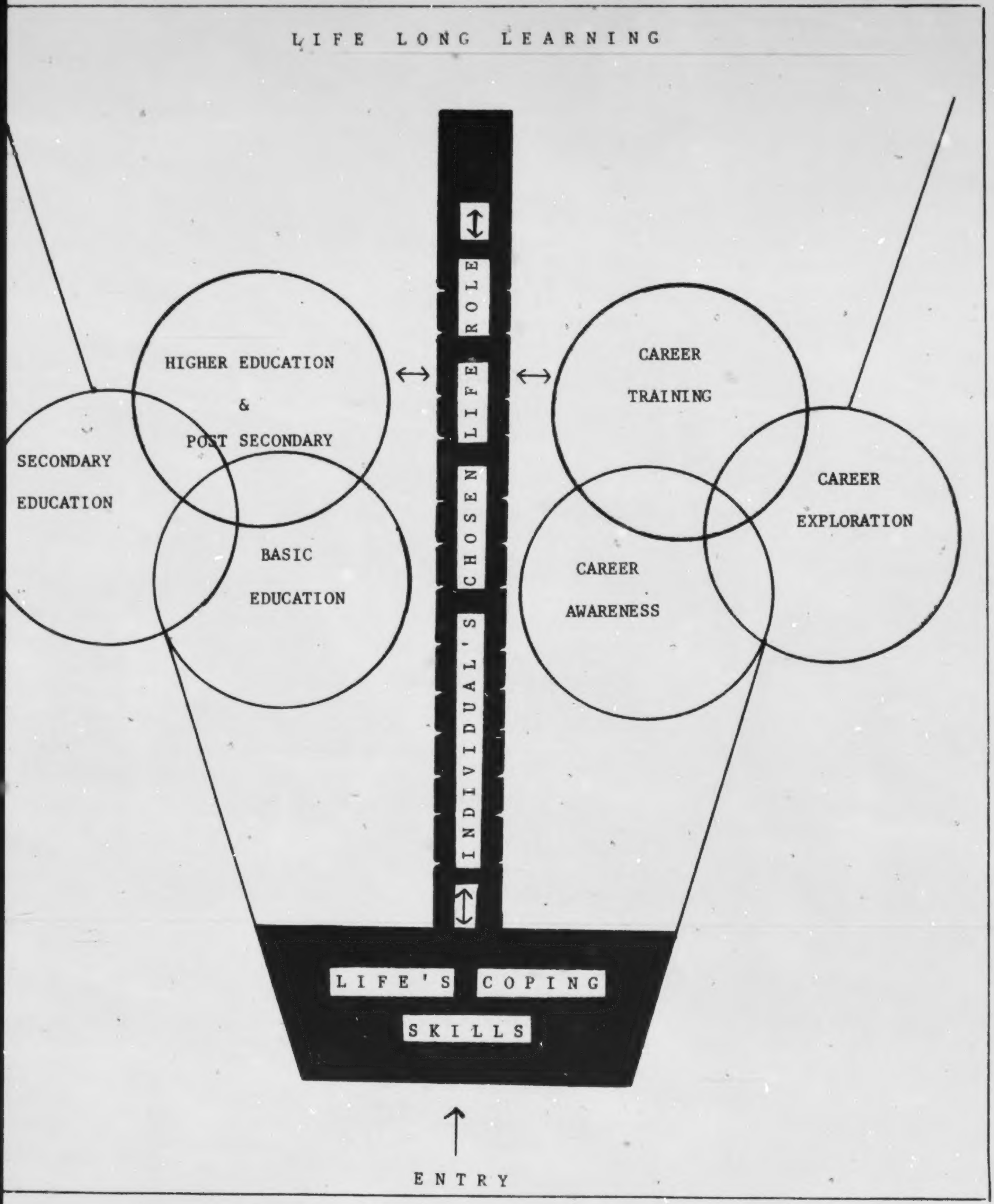

LIFE LONG LEARNING
HIGHER EDUCATION & POST SECONDARY
SECONDARY EDUCATION
BASIC EDUCATION
INDIVIDUAL'S CHOSEN LIFE ROLE
CAREER TRAINING
CAREER EXPLORATION
CAREER AWARENESS
LIFE'S COPING SKILLS
ENTRY

Figure 1. Adult career education model.

an individual progresses through these stages, included in these learning areas, one may receive experiences in career awareness, career exploration, and career training. It is important to remember that both the educational and the career development experiences of adults do not have clearly defined dividing lines separating each, but have an interlocking movement between all areas.

It is imperative that this model should be perceived as allowing individuals to enter, exit and re-enter as their needs and wants become evident. The entry and exit flexibility of the model gives freedom to the individual to meet his needs regardless of what they are. Based upon the realization of lifelong learning, an individual exits from this model only when life itself ceases.

## Curriculum

If one were to ask for a definition for curriculum of a number of people, he would no doubt get as many different answers as there were persons asked, for everyone has a different idea on the subject. Too frequently, one would get an answer that curriculum is the course of study being followed or presented by an institution, whether it be an elementary, secondary, or adult education program. This is true; however, as we consider a career education curriculum, it is important that we take a much broader view of curriculum. This definition must include the planning, the objectives, the implementation, and the evaluation of the course of study. Immediately one can see that the concern is with a host of processes that have to do, not only with teaching-learning strategies, but also with theinstitutional settings, etc., that make it operational; and an evaluation of the outcome.

In too many educational institutions and programs, the curriculum is established by the testbooks chosen. This type of curriculum tends to stereotype the students as being all on the same level with the same background experience, moving as the same pace, interested in the same thing. We all know from experience that this is not being realistic. It is mandatory that the career education curriculum be selected and programmed to fit the student and not that the student be fitted into the curriculum. If the student is to benefit from the curriculum, it must be planned to bring about change in his behavior.

## Importance of Career Education for Offenders

In any education program, curriculum is the primary avenue through which change in the behavior of students can be affected. These changes include several items; increased knowledge and understandings, new attitudes and values, and the acquisition of skills. All of these changes are needed if the undereducated adult in the correctional institution is to function effectively in today's society.

Therefore, the educator in the correctional institution is faced with the task of developing a curriculum that will be conducive to desired changes in the behavior patterns of the students. To be most effective the curriculum development process must be sound and logical in order to best use existing resources to meet the student educational needs.

To be certain that the curriculum of the institution meets these educational needs, clearly defined objectives are necessary. An educational objective is an aim or intent to effect a proposed change in a learner within a specific content area. The changes may involve increased knowledge, understanding, attitudes and the acquisition of intellectual or action-oriented skills. The objective should describe what the student is to be like when he has successfully completed a learning experience. By this is meant the pattern of behavior, or performance, that the student should be able to demonstrate within a specific content area. Objectives insure the sound basis needed for selecting content, appropriate materials and teaching methods. Without clearly defined objectives, it is impossible to determine accurately the direction a course or program is moving, if at all. Also, it is impossible to determine whether or not a student is moving toward his goal. Thus, the first step in a good curriculum is clearly defined objectives.

In the correctional setting, objectives become even more important as the student must change two sets of behaviors in order to become a contributing member of society. He must acquire skills, the lack of which prevent him from reaping the rewards of our society; and he must become independent of the kinds of environmental events and reinforcements which have maintained his antisocial behavior. Thus, a career education curriculum objective must strive, not only with the providing of a functional literacy, but also strive toward assisting in the resocialization of the offender. Adding the objectives together, the goal of the career education curriculum thus becomes a foundation upon which the student can base future operation as a mentally efficient, economically self-sufficient, and socially productive individual.

For an educational objective to include the above suggestions, it must identify: (1) the learner, (2) the behavior change desired, and (3) the content area in which the behavior change is to take place. A useful approach to identification is given by Bloom (1964), Krathwahl (1964), and their associates. Their schema classifies behavior changes and objectives into three domains. First, the cognitive domain which includes the recognition or recall of knowledge and the development of intellectual abilities and skills. Second, the affective domain including the emotion, interests, attitudes, and values. Third, the psychomotor domain dealing with the manipulative or dexterity skills.

How would this approach to curriculum differ from traditional approaches employed by adult basic education directors? The major difference is that the emphasis is placed on the learner and the desired changes in his behavior rather than on materials and what the instructor intends to do. A casual evaluation of teaching plans developed by adult basic education instructors reveals that instructors tend to state objectives in terms of what they plan to do (Nebraska Adult Basic Education Evaluation, 1971). For example, an adult basic education instructor's teaching plan states that he is going to teach "long division." This concept indicates what the instructor hopes to teach. It does not indicate the specific behavior changes that must take place in the learner in the content area if he is to become skillful in long division. A thorough analysis would need to be made of the learner's prior experience and knowledge of the content area. Is he skillful in addition, subtraction, and multiplication? Subsequent reviews might be in order by examination as the student may already have the expertise deemed necessary to be skillful in long division.

The real purpose of the career education curriculum is not to have the instructor perform certain activities, but to bring about significant changes in the student's behavior. Based on this, any statement of curriculum objectives should concern intended changes in the learner.

Why is career education so important to the student in a correctional institution? The following list suggests several reasons of the importance of career education.

(1) Career education helps persons identify, appreciate, and develop their own characteristics, abilities, and talents.

(2) Career education places strong emphasis on the development of effective interpersonal relationships.

(3) Career education fosters positive attitudes toward all meaningful kinds of work.

(4) Career education provides for maximum development of individual potentialities.

(5) Career education helps individuals learn to be adaptable.

(6) Career education helps students develop the capacity to make and execute decisions.

(7) Career education places emphasis upon people.

(8) Career education is incorporated into all subject areas.

(9) Career education is sequential, allowing for continuous progression from kindergarten through adulthood.

(10) Career education allows students complete vertical and horizontal mobility in preparing for a career.

(11) Career education provides students the opportunity to learn about the wide variety of occupations available to them and the kinds of skills required for various occupational areas.

(12) Career education provides cpportunity for students to gain competencies needed for job entry.

## Principles of Curriculum Development for Career Education

In the development of a curriculum for career education, several principles should be recognized as important. They are listed in two columns which state what the student and educator should do. It is anticipated that these principles will guide in the curriculum development.

Each student should:

- Respect the total range of vocations and recognize their requirements and rewards.
- Possess the skills necessary for learning in any situation, and preapre to learn continuously at his own direction.
- Develop his special intellectual and creative abilities.
- Recognize his own personal worth and dignity and that of every individual.
- Be involved in the decisions which help to create his educational experiences.

Each educator should:

- Develop and provide learning experiences which are meaningful to the world of today's students.
- Work to insure that every educational experience is learner centered and success oriented.
- Seek to create programs which benefit the entire community and make use of its resources.
- Involve both student and the community in planning for educational decision making.
- Initiate and maintain open communication with the entire community.

In addition, the following steps may serve as a guide to administrators planning to develop a career education curriculum.

1. Organize a Career Education Advisory Committee.
2. Promote an understanding, within the Advisory Committee, of career education.
3. Establish goals and objectives for a local career education program.
4. Build a basic model for a career education program.
5. Analyze the present curriculum to identify elements of career education currently underway.

6. Develop a career education curriculum plan which will expand or build upon desirable career education elements already included in the instructional program.

7. Identify any modifications needed in materials, equipment, facilities, or personnel.

8. Determine what components can be implemented immediately. Establish a time line for implementation of the entire program.

9. Order any materials and equipment needed.

10. Conduct in-service training for the entire school staff and community persons who will assist with the program.

11. Implement the program.

12. Build in an evaluation process.

13. Provide follow-up assistance for teachers.

14. Make any needed revisions.

## Examples of Career Education Curricula for Adults

It is impossible to present in this paper an example of a full career education curriculum for adults. Therefore, two sample units are presented to give an idea how such a curriculum can be arranged. A flow chart for developing the units is also included.

Teacher's Name                    Reading Level 9

Concept:
1. Self understanding and acceptance are necessary for a well-balanced individual.
2. Individuals differ in interests, abilities, attitudes.
3. There are a wide variety of occupations.
4. Introduction of various occupations is important.
5. Education and work are interrelated.

Subconcept: Investigation of the communication skills used in the television industry

| OBJECTIVES | ACTIVITIES | RESOURCES | EVALUATION |
|---|---|---|---|
| 1. The student will be aware of the wide variety of occupations in the television industry. | 1. Have students watch the "credits" portion of news, variety, dramatic, etc., shows to identify types of jobs involved in presenting those programs. | TV Works Like This, Jeanne Benedick, (621.388) | Evaluations will be made on the following activities: #3, #4-c, #5, #7, and #10. |
| 2. The student will be familiar with terminology used in the broadcasting industry. | 2. Have a TV personality visit the class to discuss his role, the roles of "behind the scenes" workers, and his use of communication skills in his work. This discussion could take the form of a panel discussion. | Careers in Television, National Association of Broadcasters, 1970, VF<br>Job Opportunities in Television, National Broadcasting Company, VF | |
| 3. The student will discuss in essay form the characteristics of one performing career and one non-performing career in television.<br>4. The student will use standard punctuation and grammar in his compositions. | 3. Select one job in each area (performing, non-performing), explore it, and write a two-page composition on each using the following data:<br>a. qualifications<br>b. preparation<br>c. opportunities<br>d. work responsibilities<br>e. communication skills | Occupational Outlook Handbook<br>Quest Activities Dizard, Wilson P., TV A World View, (384.554) | |
| 5. The student will recognize and develop interpretative and communicative skills necessary to prepare effective television programming.<br>6. The students will analyze and prepare effective television commercials & programs. | 4. The student will orally evaluate the various means of communication (verbal, non-verbal) and their impact utilized by the performing artist by:<br>a. Studying various television programs with and without the sound. | Gross, Ben, I Looked & I Listened, (791.4) | |

Teacher's Name Reading Level 9

Sub-concept: Investigation of the communication skills used in the television industry

| OBJECTIVES | ACTIVITIES | RESOURCES | EVALUATION |
|---|---|---|---|
| | b. Playing charades and mirror games to analyze body language (body control, posture, body position and movement, and facial expression).<br>c. Practicing techniques of interpretative reading and speaking.<br>5. The students will discuss the techniques of listening and its importance. Then they will prepare television news shows by role-playing the jobs of reporters covering special events--political speeches, school activities, social events.<br>6. Plan and decorate a bulletin board showing the use of communication skills in the television industry.<br>7. Plan and film a television show which will include news reporting, commercials, and dramatic presentation.<br>8. Have students study terminology used in the industry by means of a terminology BINGO game and crossword puzzles. Also use password.<br>9. Take a field trip to a television studio. The tour should include all depts. of the station.<br>10. Visit local businesses and prepare a television advertising campaign. | | |

Teacher's Name                    Reading Level 6

Concept:
1. An understanding and acceptance of self (and others) is important throughout life
2. Individuals are worthy because of their differences
3. Social adjustment can more easily take place through the recognition of the above concepts.

Subconcept: Human co-operation and awareness of prejudices provide valuable insight

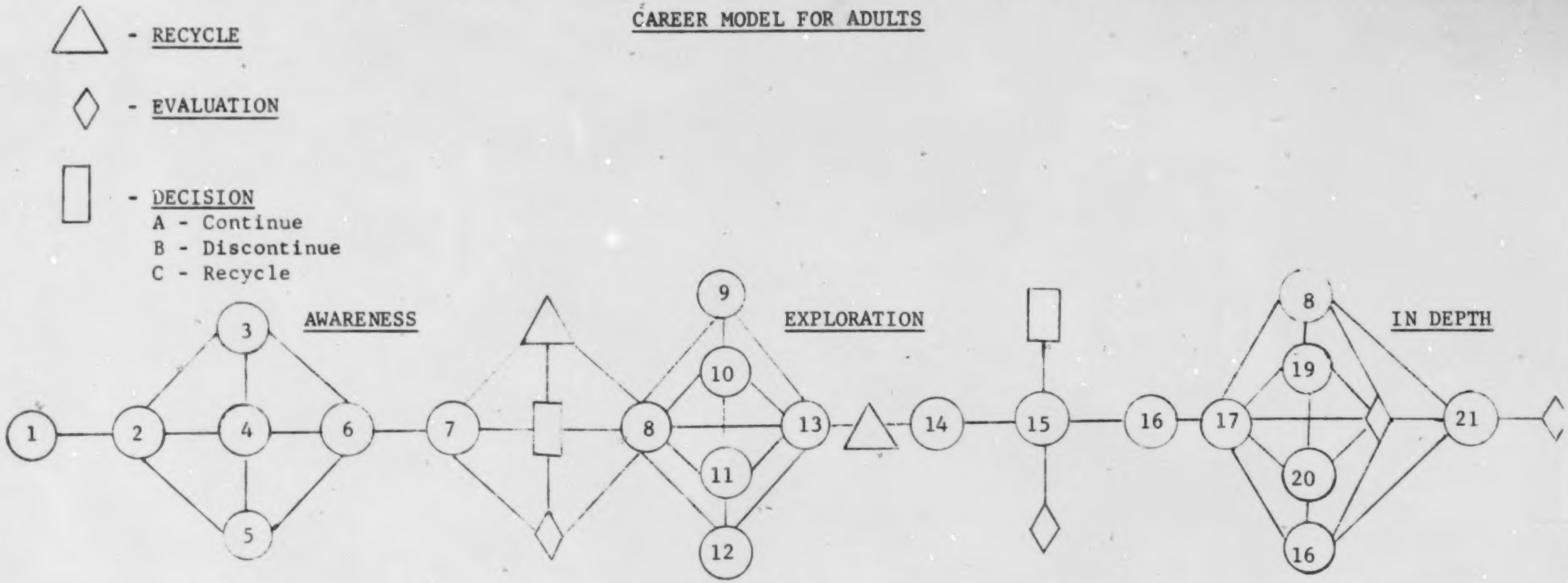
| OBJECTIVES | ACTIVITIES | RESOURCES | EVALUATION |
|---|---|---|---|
| 1. Appreciate the value of human differences. | 1. Student checklist to help him discover his strengths and weaknesses. | 1. Jobs in the Future, SRA Student Workbook. | 1. Each student will chart his major strengths and interests to discover more abo his individuality. |
| 2. All humans have worth and dignity because of their strengths and abilities. | 2. Student job aptitude test to help him discover possibilities in careers open to him. | 2. Newspapers | 2. Draw yourself on paper. From magazines cut "symbols" that describe yourself. |
| 3. To get along with others and recognize the benefits of cooperation. | 3. Clip news from newspapers or periodicals on the interaction of groups. Point of discussion. | 3. Periodicals | 3. Discussion of results of assembly line vs. individual workers. |
| 4. Examine the effects and consequences of prejudice, scapegoating, snap judgments. | 4. Visit an assembly line in Lincoln. Discuss interaction job opportunities, cooperation, etc. | 4. Norden Laboratory assembly line | 4. Read a short novel or fi short stories dealing with m nority, under-privileged, or "different" people. |
| 5. To analyze how and why we make judgments about others. | 5. Do an art assignment in assembly line fashion and on a one-to-one basis. Discuss results. | 5. Art materials | 5. Discuss results of scape goating and tell how it can be avoided. |
|  | 6. Cooperation discussion<br>a. parent-student<br>b. student-student<br>c. parent-teachers, etc. | 6. Houghton-Mifflin reading basal | 6. Panel discussion with gu speakers on Man and his diff ences using student question as basis of discussion. |
|  | 7. Discuss needs and values of humans. Relate these to what's needed for job and occupations. | 7. Mary Jane | 7. Give probable examples and write a solution in accordance with what has happened during the unit. |
|  | 8. Interview long-time workers to see how jobs have changed, along with changing values and needs or workers. | 8. I am Fifteen and Don't Want to Die |  |

Teacher's Name

Reading Level 6

Subconcept: Human co-operating and awareness of prejudices provide valuable insight

| OBJECTIVES | ACTIVITIES | RESOURCES | EVALUATION |
|---|---|---|---|
| | 9. Scapegoat game determined by color of eyes. Blue-eyed kids become the scapegoats. | 9. Diary of Anne Frank | |
| | 10. Listen to "I Am the Me Nobody Knows", and then write a short story on the me nobody knows on yourself. (Confidential) | 10. "I am the Me Nobody Knows," record/filmstrip series. | |
| | 11. Discuss the characteristics of man. Then of other nationalities (Should be the same--discuss myths or prejudices here) | 11. Guest speakers from minority groups. | |
| | | 12. Black, Indian, Jewish, biographies in library. | |


CAREER MODEL FOR ADULTS
- RECYCLE
- EVALUATION
- DECISION
A - Continue
B - Discontinue
C - Recycle
AWARENESS
EXPLORATION
IN DEPTH
1
2
3
4
5
6
7
8
9
10
11
12
13
14
15
16
17
8
19
20
16
21

1 - Student Assessment
2 - Orientation
3 - Student Counseling
4 - Career Opportunities
5 - Reassessment
6 - Student Sets Goals
7 - Peer Interaction

8 - Program Opportunities
9 - Career Simulations
10 - Employment Opportunities
11 - On Site Experiences
12 - Brief Internships
13 - Student Counseling
14 - Career Requirements

15 - Delimitations
16 - Peer Interactions
17 - Student Counseling
18 - Internship
19 - Remedial, Supportive, Education, and Socialization
20 - Skill Acquisition
21 - Placement

Figure 2. Career model for adults.

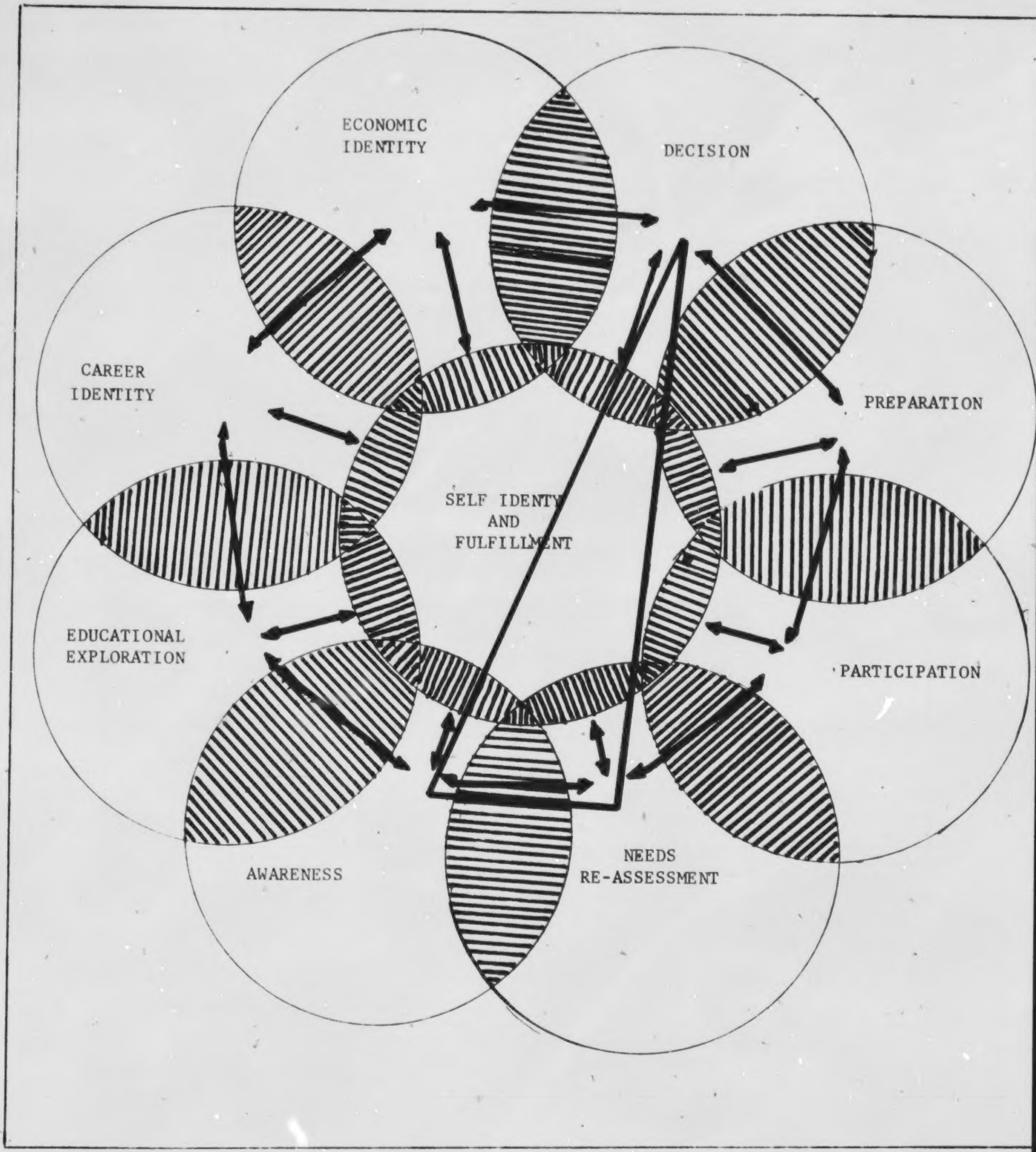

ECONOMIC IDENTITY
DECISION
CAREER IDENTITY
PREPARATION
SELF IDENTITY AND FULFILLMENT
EDUCATIONAL EXPLORATION
PARTICIPATION
AWARENESS
NEEDS RE-ASSESSMENT

Figure 3. Adult career education conceptual model group II

## Conclusion and Recommendations

A career education curriculum is one that is relevant to the life to which the student will return. Because of this, when an educator begins to implement career education into the curriculum, frustration sometimes occurs. The reason for this is that the kind of skills which transfer best fall into the higher cognitive levels as suggested by Bloom (1964). An outline of his taxonomy of educational objective lists the heirarchical areas:

Knowledge - Basically memorization. Information is given back by student verbatim.

Comprehension - Restating information, summarizing or explaining it.

Application - Applying rules or principles to new situations. (i.e., ones not previously gone over in class, etc.)

Analysis - Breaking down a whole into designated elements.

Synthesis - Creation or producing something unique. Self expression.

Evaluation - Judging in terms of internal logic or consistency or by outside criteria.

The tragedy is that the academic skills taught by typical teachers are found mainly in the knowledge realm. However, by applying the higher taxonomic areas and directly teaching life-approximation skills, a highly relevant curriculum with high carry-over can be experienced by the students.

In summary, a curriculum containing basic academic, career and social correlated components can equip the student of the corrections educational unit with the capability to behave in a way which society rewards. Many specific objectives can be identified and performance measured. However, students must learn more than just answers: they must have behavioral changes. This then is the basis of a career education curriculum, and it should prepare students with the capability of living a productive life.

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# A CAREER EDUCATION CURRICULUM

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Proponents of the career development concept believe that a major responsibility of an educational system is to increase the individual options available to learners so they will become employable and well-adjusted citizens in their community. A basic tenet of this concept is that people must perform some function in the world-of-work. This requires behavioral adjustments, or they become a liability to their community. Therefore, a career development program becomes an educational program for all people.

Career education in correctional institutions can be defined as a comprehensive educational program, focused on careers, which begins at the time of the incarceration and continues throughout an inmate's stay in an institution or until parole termination. Career education should allow adults to learn about the world-of-work; explore occupations; find their place in the world-of-work; prepare and find employment; and acquire skills for upgrading.

In order to implement the goals of career education, there will need to be vast modifications of curriculum content in all subject matter disciplines at all levels of adult education. The mere addition of career information or career-related experiences to our current curriculum would represent only a minimal modification. However, a reorientation of the entire curriculum and learning experience around a theme of careers is necessary if we are to succeed in meeting learning goals in career education. Career development concepts would have to be woven into social studies, mathematics, science, language arts, industrial arts, and vocational education.

The development of a plan for curriculum reform or actual development of curriculum reform will be one of the major undertakings in an effort to implement career education for adults in correctional institutions. The career education curriculum will need to be sequential, multi-disciplinary and flexible.

## Approaches to Career Education Curriculum

Traditionally, vocational education curriculum has been subject-centered. Recent legislation, the Vocational Education Amendments of 1968, provided for curricula that were not subject-centered. These amendments were in essence "people-oriented"--concerned with providing vocational education programs to handicapped and disadvantaged people of varying ages and in all geographic areas of the country. This has played a major role in the shift from subject-centered curriculum to other curriculum approaches. Another significant spin-off of this shift from the subject-centered curriculum has been the emergence of the occupational cluster system as a base for curriculum building and the concept of education for careers.

## Career Education Curriculum Concepts

Career education in a correctional setting should be an integration of learning and doing which merges the learning environments of the school, community, and work place into a challenging and productive whole. These learning environments refer to the correctional school, correctional community and correctional work place as well as to the schools, community and work place outside the correctional setting. Career education is a process of structuring learning experiences for students that will lead to the acquisition of skills and knowledges directed toward a career objective. Such experiences should facilitate a learning interaction with a real-world situation. Career education should be a comprehensive educational program that not only provides job information and occupational skills development, but also aids the learner in developing attitudes about the personal, philosophical, social, and economic significance of work.

The Center for Vocational and Technical Education in Columbus, Ohio has developed eight concepts, goals, or fundamental concerns for human development that should be achieved through a comprehensive career education program.

### Self-Awareness Leading to Self-Identity

A learner should become involved in a planned sequential process of self-assessment and self-evaluation which can result in self-identity; he knows who he is and what he is like.

### Career Awareness Leading to Career Identity

Learners should know about career performances, associated life styles, rewards, leisure time, working conditions and education and training in certain careers--career awareness. The learner should be assisted in understanding the broad range of careers available and be able to experience active career exploration and preparation which leads to career identity as he selects or continues with a career.

### Appreciations and Attitudes Leading to Social Self-fulfillment

Through career education experiences, the learner should develop a value system of career roles assumed by himself and others. Hopefully, these attitudes and values will lead the individual into an active and satisfying participation as a productive citizen and thus provide for both self-fulfillment and social fulfillment.

### Economic Awareness Leading to Economic Understanding

The learner has observed and participated in the economic system prior to entry in a career education program. Building upon this base, however positive or negative, the learner should be led to an economic understanding, through a career exploration program, of the economic system and how it relates to career development and to the community.

### Skill Awareness and Beginning Competence Leading to Employment Skills

Each learner will have some awareness of the skills needed by workers in certain job roles and career fields. Building upon this skill awareness, the career education program should provide opportunities for each learner to participate in activities that develop employability skills.

### Decision-Making Skills Leading to Career Decisions

The learner will bring to the program an understanding of some decision-making skills. Through this career education experience, the learner should develop skills in decision-making, practicing decision-making, and coming to accept responsibility for his decisions. A career decision made by a learner should be tentative and flexible; however, each person in a career education program should develop a career direction that will provide for the development of entry level skills in a career plan of his or her choice.

### Employability Skills Leading to Career Placement

The learner will become involved in the development of employability skills that have to do with searching for, locating and obtaining career placement on both initial and advanced bases.

### Educational Awareness Leading to Educational Identity

Learners have some awareness of the relationship between education, training, and life roles assumed by themselves and others. From this base the learner should continue to develop and refine a thorough understanding of education and training in relation to career development. Educational identity combines an understanding of the relationship among education, training, knowledge of oneself, learning style, pace, capabilities, and capacities.

## Areas of Career Experience

Areas of career experience as identified by The Ohio Center for Vocational and Technical Education, were developed to provide a comprehensive base for the development of objectives and activities within the comprehensive career curriculum. (For a listing of the areas of Career Experience see Chart 1, within Subject Areas and Support Services) These career experiences provide the basis for learners to interact within their environment to achieve career objectives. The areas of career experience were developed as a response to the goals, elements or fundamental concerns for human development that were previously stated. These career experiences could be utilized at the adult continuing educational level in all subject areas and by all support services.

## Career Occupations

Once the career elements/goals and career experience areas have been identified, we must look at an organizational approach of incorporating the various careers into the curriculum. The emerging approach to the incorporation of careers into the curriculum has been identified as the career family or career cluster approach. Career cluster and career family are synonymous terms. A career family (cluster) is a grouping of occupations requiring similar knowledges and skills. The cluster concept is an organizational approach toward the career preparation of individuals. The basic premise is that the learner will develop job entry capabilities for a number of related occupations rather than simply in-depth preparation for one single occupation. The learner will develop the skills, knowledge, and attitudes required for entry into a family of occupations.

The cluster/family concept approach to organization of content and instruction differs from conventional organizational approaches in terms of scope and depth. The typical vocational education program is designed to prepare an individual extensively for specific occupations, such as carpentry, masonry or plumbing. The cluster/family concept, as it has emerged in career education, will provide for awareness, exploration, and specialization learning opportunities that culminate in the development of job entry competencies for more than one occupation found within an occupational cluster/family. A cluster/family approach does not purport to produce highly skilled craftsmen, but job entry competencies for a number of related occupations.

The term cluster/family is in a stage of evolution and, therefore, has taken on a variety of meanings. It may be referred to as a simple grouping of like jobs to broad instructional groups such as transportation, manufacturing and public service. The U.S. Office of Education has published materials where all known occupations listed in the Dictionary of Occupational Titles are represented by 15 cluster/families. These 15 cluster/families are:

Agribusiness and Natural Resources
Business and Office
Communication Media
Construction
Consumer and Home Economics
Environment
Fine Arts and Humanities
Health
Hospitality and Recreation
Manufacturing
Marine Science
Marketing and Distributing
Personal Service
Public Service
Transportation

The career families are basic concepts to be utilized in curriculum development for a comprehensive career education program. Learners will study career families and careers within career families via instructional activities and objectives developed from the areas of career experience.

## Educational Levels Within the Career Curriculum

A career education curriculum is one designed to dovetail academic and career subjects and provide the student with those manipulative, attitudinal and mental skills necessary to enter and maintain employment within occupational field. Job preparation for all students must be one of the primary outcomes of the educational process. In a correctional setting there are those individuals who have a very limited awareness of careers and also those who have tremendous breadth and depth in their awareness of careers. This means that the objectives of the career curriculum should be multi-faceted and:

a. provide career education awareness experiences;
b. provide continued exploration or new exploration of careers;
c. prepare students for enrollment in postsecondary continuing education, career programs that lead to the ultimate achievement of a career objective;
d. prepare students for immediate entrance into employment upon leaving an institution.

Hopefully, the final outcomes of a postsecondary career level program is that students achieve objectives of a career curriculum that would prepare them for a select career field. The primary difference between a secondary and postsecondary or adult career curriculum would be that at the secondary level students would be enrolled in broad career cluster/families whereas in the postsecondary adult level career curriculum the student would focus more narrowly into the cluster/family scheme.

## Subject Areas and Support Services

In most educational settings, courses within various subject areas are planned with little coordination toward a learner's wants and needs. Courses are often planned on the basis of some predetermined requirements of one kind or another--school requirements, institutional requirements, or state requirements. This is not to say that requirements are not needed. However, when a student has a career interest, the school system, its support services, and subject areas should respond by offering an educational experience that will assist that student toward the completion of his or her goal.

## CHART 1

## AREAS OF CAREER EXPERIENCE

Learner Experiences will be structured in the following areas (not ranked as to importance or priority):

1. Recognizing the relationships of one's interests, aptitudes, and achievements to the realization of career/life aspirations.
2. Understanding and using the concept of "role" as a way of learning about oneself in relation to one's culture.
3. Accepting and respecting one's own uniqueness both in terms of past development and as changes occur as a result of learning, growth and maturation.
4. Recognizing and understanding the forces in one's environment that influence development (i.e., social, political, technological, economic, educational, cultural, etc.)
5. Recognizing and understanding that self-knowledge is related to a set or system of values that is unique to oneself.
6. Learning the importance of establishing (although tentative) personally relevant goals upon an understanding of oneself.
7. Recognizing that learning is a continuous process that occurs both in school as well as outside of school.
8. Recognizing that one's educational experiences are a part of total career education and development.
9. Recognizing that various career directions are related to different types of education preparation.
10. Recognizing the significance of education (i.e., the development of language, computational and reasoning skills and mastery of content knowledge) as a primary means of achieving career and life goals.
11. Understanding the variety and complexity of occupations and career opportunities in the world of work.
12. Understanding the way in which occupations and careers relate to the goals, needs, and functions of the society.
13. Determining the basic characteristics and qualifications related to preparation for the performance of the major tasks associated with various occupational roles.
14. Understanding that "career" involves progression through stages of preparation and performance of occupational roles and may involve a change in basic vocational direction.
15. Understanding the relationship between an individual's career and his overall life style.
16. Understanding the range of social and economic benefits associated with various occupational roles and careers that are acquired in addition to one's actual salary or pay.
17. Understanding how economic wealth is accumulated by means other than those related directly to most occupations or careers (i.e., investments, interest, insurance savings, etc.) and how these may influence one's career and life style.
18. Relating one's present and anticipated economic status to the economic status of the nation, state and community and understanding the possible effects various trends and changes may have on status.
19. Becoming proficient in the process of identifying, gathering, and using resource information as part of the process of making decisions (related to career).
20. Understanding that the decision-making process includes responsible action in identifying possible alternatives, selecting the alternative most consistent with one's values and goals and in taking the steps necessary to implement the chosen course of action.
21. Developing the planning and process skills required to solve problems logically.
22. Developing an understanding of the material used and processes associated with business, commercial and industrial activity, production and being competent in the use of the basic tools, equipment, and materials associated with carrying out those processes.
23. Developing understanding of the fundamental types of interpersonal relationships generated as a result of the interaction of various occupational and career roles (i.e., employer, employee, supervisor, worker, associate, professional, paraprofessional, etc.)
24. Developing the educational and occupational competency regarded as basic and important to moving on to the next stage of preparation for and/or entry into the career area of one's interest.
25. Developing the required entry level skills appropriate for gainful employment in the area of occupational interest.
26. Recognizing and understanding the advantages, disadvantages, and responsibilities associated with working independently as a member of a cooperative team and/or in being supervised or directed.
27. Relating information about one's interests, aptitudes and qualifications to selecting, learning and/or performing duties or occupational roles assigned to or chosen by oneself.
28. Developing the basic work habits and attitudes regarded as necessary for entry and performance in the occupation and career of one's choice.
29. Recognizing that once a task or job is accepted, there are certain responsibilities to oneself and others.
30. Recognizing differences in others and developing tolerance and flexibility in one's interpersonal relationships.

We will not be able to rid ourselves of specific subject requirements within specific subject areas. Therefore, if we are to implement a comprehensive career education program, we must utilize the existing subject areas and support services within our school system. A comprehensive career education curriculum should involve the identification of the career experiences that are appropriate for each subject and support service existing within our school setting. Each subject area has something to offer learners who have occupational goals.

School system staffs in each subject area and support service (natural science, physical science, guidance and counseling, English, mathematics) will need to identify the areas of career experience within occupational families and organize their curriculum materials and/or methods in response to careers.

## Learner Objectives

Learner objectives in a career education curriculum scheme could be developed as a result of processing the following information:

1. identifying the elements/goals toward which each particular student should work;
2. identifying the appropriate areas of career experience necessary to complete a learner's career objective(s);
3. identifying the career family and/or career occupation(s) in the system consistent with the learner's career objective(s);
4. determining the educational level most appropriate to developing student objectives and learning activities;
5. determining the specific subject areas that are able to provide learning experiences that contribute to a learner's career objective;
6. identifying and activating any support service necessary to help the student toward his career objective(s).

If the above processes are completed, the school system can adequately develop behavioral or performance-based objectives that will adequately meet the career objectives of learners. Career education learner objectives must be relevant and based on a thorough assessment of the learners' needs and wants.

## Learning Activities

Learning activities based on learner objectives are the key to success in a career education curriculum. Learning activities involve the following triad:

1. CREATED ENVIRONMENT. The school system creates what we can term a learning environment. It involves facilities, hardware, software, learning stations and practically everything inanimate with which the learner comes in contact.

2. THE LEARNER. To be successful in developing activities that meet learner objectives, we must have an adequate understanding of the learner--his aptitudes, motivations, needs, wants, abilities.

3. FACILITATOR/TEACHER. The facilitator/teacher plays a role in the activity triad by utilizing specific teaching strategies and techniques, by being manager of the learning environment, and by having knowledge and understanding of learning and instructional theories.

Learner activities to meet specific objectives involve the interaction of the created environment, the learner and the teacher/facilitator. The success of our educational efforts is directly proportional to our understanding and control of this interaction. We must select an adequate environment to meet specific student objectives. We must understand the learner in order to help him achieve a career goal, and we must be able to develop instructional strategies, utilize instructional techniques, and manage the learning environment in a way that will help learners meet objectives.

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# MANPOWER DEVELOPMENT AND TRAINING PROGRAMS IN CORRECTIONS

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## History of MDTA

Since the start of the Manpower Development and Training Act (MDTA) of 1962, training was usually provided through the classroom and laboratory instructional approach by the public school system, by business and industrial firms and other types of training agencies. These basic approaches accounted for the bulk of MDTA training activities, but they have been extended through a broad spectrum of training arrangements increasingly focused on the needs of persons to make them employable.

During the brief history of Manpower training, programs were constantly broadened through the legislative and administrative processes to include arrangements and services required to train groups of people differing significantly from the types of trainees provided for in the original legislation. When MDTA programs were first put into operation, they primarily reached persons with a relatively high level of work experience and education. Most trainees were able to cope with the instructional material, and occupational training could be started almost immediately. By 1966, however, the proportion of trainees with less than an eighth grade education had more than doubled. Moreover, approximately 42 percent of all persons referred for training had multiple disadvantages or handicaps of one kind or another. Many of these were unprepared to enter immediately into occupational instruction when they were enrolled. To aid these people, MDTA administrators devised programs of personal service basic literacy instruction, counseling, and prevocational orientation.

## Correctional Program Design

Manpower training has demonstrated that it can contribute to the education and training of juvenile and adult offenders. Many of the programs have contributed significantly to the reduction in recidivism among trainees in MDTA.

One of the more difficult tasks that faced MDT teachers in corrections was staff training to meet the challenge of non-traditional instructional techniques and curricula. The first curricula used in Manpower training were, for the most prt, adaptations of those used in public school vocational programs. Such adaptations were not always satisfactory. MDTA training time is accelerated, and often more hours of instruction are offered over shorter periods of time. A nine-month course of study at three hours per day in the public school may be covered through eight hours of daily intensive study for fewer months in a Manpower training class.

In the Manpower class a far wider range of educational levels exists among the individual trainees than is generally found in public school vocational programs. In addition, curricula did not exist for some unique occupations in vocational education or Manpower training experience, such as: Hydrotherapist, termite treater, windmill repairman, embalmer, piano tuner, umbrella repairman, and electroencephalograph technician.

Since the content of Manpower training programs was continually changing with labor market fluctuations, shifts in occupational emphasis, and identification of new skills required in emerging occupations, there was an accompanying need to reexamine curricula in existing programs and to develop curricula for new occupations. Although the public school officials mainly developed and supervised the correctional Manpower training programs, the development of realistic curricula was a cooperative effort. It involved the resources of the U.S. Office of Education (USOE), state and local education agencies, both public and private, and local occupational advisory committees.

Curricula guides for the most common types of MDTA training programs were developed by the U.S. Office of Education. This activity of the Office of Education reduced duplication of effort in the development of curricula at the state level. Guides for MDTA training were tailored to entry level for the most part and recognized the variance of the trainees' educational level. These USOE guides were just that--guides--and were effective only when adapted to fit the particular needs of a specific group. Curriculum guides were revised for office occupations, automotive service specialist, electrical appliance serviceman, licensed nurse, nurses aide, automobile body repairman, and for related instruction in a number of apprenticable occupations such as machine operator and sheet metal worker. In addition, guides were developed in occupations where the job content is changing, such as vending and coin machine repairman.

With each year of Manpower training, activity to develop curriculum materials and to teach MDTA teachers how to build and adapt curricula increased in the states. Many state MDTA staffs had personnel assigned to review all MDTA curricula used in the state. The significance of this function was heightened by the fact that, in the course of a year, some states must plan for as many as 106 different training courses.

Curriculum supervisors on the staffs of the state education agencies shared their professional knowledge with MDTA instructors to compile, write, and publish course outlines. They were also responsible for planning curriculum laboratories and workshops to familiarize MDTA instructors with new courses and to help teachers with curriculum problems. Statewide conferences to evaluate Manpower training often scrutinized curricula and compared them to the total program and its goals.

Time-free modules were developed for each occupational offering for use in our correctional programs because there is no precise length of stay for any individual in a Manpower program. For this reason we developed an open-entry approach to training. The open-entry/open-exit design for training programs provides the flexibility needed for the development of timely, individualized programs designed around the needs of the trainee. Provisions were included for completion of training either at the same level of specialized readiness consistent with the trainee's capabilities, aptitudes and circumstances determined through assessment, or the attainment of a level reflecting his occupational objective.

## Requirements of an Open-ended Training Program

The program must be supported by a training plan. Curriculum and methodology must adapt itself to the trainee and not the trainee to the program. Open-entry/open-exit design must provide a progression of functional, integrated, and controlled learning experiences. The experiences must be planned so that specific learning objectives can be achieved and organized into a unified program which is a sensitive and responsive to the individual trainee while fulfilling specific job training criteria. Provision must be made for trainee appraisal at each level of experience in order that open-exit characteristics will be related to his capabilities, aptitudes, and circumstances. In addition there must be adequate personnel, facilities, and equipment to support the program.

## Implications for the Trainee

This type of program provides for the referral into a training program in accord with the trainee's needs; the development of an individualized program for each trainee with built-in assessment and provisions for modification; and continuous appraisal of trainee progress through interaction between trainee, counselor(s), education and employment service, instructor(s), and administration. An appraisal should be made in terms of progress in training and in relation to achievement, aptitudes, and capability, including an understanding by the trainee of the training objectives and his responsibility for their attainment.

## Implications for the Instructor

The instructor must understand that open-entry/open-exit programs are designed to facilitate the needs of the trainee and are not for instructional ease. He must take into account the characteristics of the trainees as well as inherent blocks to learning in order that an appropriate environment and appropriate instruction will be provided which will promote trainee development. The instructor must know and use methods in his occupational area that will promote individualized instruction. Curriculum must be selected and utilized reflecting the concept of open-endedness, utilizing a broad base of instructional media, not just the printed word, that complement individualized instruction.

Finally, the instructor should possess a keen awareness of assessment and evaluation techniques so that trainee progress can be measured in terms of capabilities, aptitudes and circumstances, fully understanding the need for exit when a plateau of achievement has been reached. Therefore, measurable performance standards should be established.

## Implications for the Administrator

The administrator should create the climate for a system of quality and time control, and should understand that the open-entry/exit plan is designed to facilitate meeting the needs of the trainee and is not an administrative expediency. He must be responsible for acquainting and sensitizing his staff to the open-entry/exit concept, and see that each staff member understands and fulfills his responsibilities. He should organize the total operation under the open-ended and cluster concepts and incorporate the open-entry/open-exit for the individual trainee, including built-in ongoing evaluation of the total program.

To achieve a successful program in corrections, a comprehensive approach to education and training similar to what has been described here should be explored and tried. The old-time, one shot project-by-project approach is dying. Open-entry/open-exit would be especially beneficial for offenders, since no specific length of time is involved in the training plan. Many multi-occupational comprehensive programs were offered under MDTA. A listing of the MDTA programs in correctional institutions in the years 1971 and 1972 follows.

### Manpower Development and Training Programs in Correctional Institutions

Fiscal Year 1971

| STATE | LOCATION | No. of TRAINEES | OCCUPATIONS |
|---|---|---|---|
| Alabama | Atmore | 130 | Various - Welder Combination |
| Alaska | Juneau | 30 | Mechanical Maintenance Man, Electrical Repairman (Power Mechanical and Electro-mechanical |
| Arizona | Florence | 40 | Individual Referral |
| California | San Joaquin | 150 | Basic Education, Metal Trades, Electricity and Electronics Service Trades |

| STATE | LOCATION | No. of TRAINEES | OCCUPATIONS |
|---|---|---|---|
| California | Sierra | 125 | Basic Education and Pre-vocational training |
| California | Chino | 30 | Diver & Diver Helper |
| California | Chino | 90 | Animal Trainer |
| Connecticut | Danbury | 40 | Pre-vocational cluster, Individual Referral and Automotive Cluster |
| District of Columbia | Lorton | 320 | Pre-Occupational Shop |
| Florida | Various | 22 | Oceanographic Aid |
| Florida | Apalachee | 160 | Pre-vocational employability Skills, Electric Gas Appliance & Related, Electric Motor Repair & Related, Auto Body Repair and Related, Farm Equipment and Related, and Radio & TV Repair and Related Skills |
| Georgia | Statewide | 40 | Various - Individual Referral |
| Georgia | Buford | 112 | Motor Vehicle Mechanic Occupational Cluster, Welding & Related Occupational Cluster & Drafting Occupational Cluster |
| Guam | Guam | 14 | Heavy Equipment Operator Cluster |
| Idaho | Boise | 55 | Nursery worker & Landscape Gardener, Air Conditioning and Refrigeration Mechanic, Forester Aid, Automobile Mechanic, Gasoline Engine Repairman, Maintenance Mechanic, & Service Front End Man |

| STATE | LOCATION | No. of TRAINEES | OCCUPATIONS |
|---|---|---|---|
| Illinois | Cook County | 180 | Basic Education & Pre-vocational education, Individual Referral |
| Illinois | Vienna | 140 | Agriculture Aid, Forester Aid and Farm Equipment Mechanic, Office Machine Repairman, Production Machine Operator, Welder-Combination, Water Sewage Treatment Plant Operator & Mechanical Draftsman |
| Indiana | Pendelton | 190 | Automobile Body Repairman, Maintenance Man, Furniture Upholsterer, Offset Pressman, Welder Combination, and Auto Body Repair & Repainting |
| Kansas | State Wide | 130 | Basic Education and Employability Training, Pre-Vocational, automobile mechanic, Mechanical Draftsman, Production Machine Operator & Welder Combination |
| Kansas | Hutchison | 105 | Basic Education, Salesperson, Auto Mechanic Motor Vehicles Repair Cluster, Service Mechanic Accessories Installed Mechanic Helper, Service Station Attendant, Front-End Man, New car get-ready man, Tire Repairman |
| Kentucky | Frenchburg | 60 | Electrician (wire & running wire), Welder Combination, Auto Mechanic, Auto Body Repair & Pre-vocational education |
| Louisiana | Angola | 20 | Electrical Appliance Serviceman |

| STATE | LOCATION | No. of TRAINEES | OCCUPATIONS |
|---|---|---|---|
| Louisiana | Angola | 20 | Diesel Mechanic |
| Maine | Thomaston | 54 | Automotive Maintenance man, Sheet Metal Installer and Automobile Mechanic |
| Maryland | Hagerstown | 40 | Office Machine Repair |
| Massachusetts | Deer Island | 15 | Auto Body Repairman |
| Massachusetts | Deer Island | 15 | Mechanical Repair Occupations, Automobile Service Mechanic, Front-end man, Tune-up Man, Transmission Mechanic and Automotive Service Station Attendant |
| Massachusetts | Plymouth | 12 | Draftsman |
| Minnesota | Stillwater | 118 | Basic Education, Pre-Vocation Services and/or Employment Orientation, Truck Body Builder, Welder Combination, Production Machine Operator, Mechanical Draftsman, Offset Duplicating Machine Operator |
| Minnesota | Sandstone | 110 | Basic and Trade Related Education, Mechanical Draftsman, Production Machine Operator, Heavy Equipment Operator and Maintenance |
| Missouri | Moberly | 225 | Basic Education and Orientation Skills, Draftsman, Machine Operator, Welder Combination, Office Machine Repairman, and Meat Cutting |
| Montana | Rawlings | 50 | Automotive Vehicle Mechanic Training, Automobile Service Mechanic, Farm & Dairy Equipment Repairman |

| STATE | LOCATION | No. of TRAINEES | OCCUPATIONS |
|---|---|---|---|
| New Hampshire | Concord | 64 | Automotive Occupations, Automotive Mechanic, Engine Repairman, Auto Service Station Attendant and Auto Service Station Mechanic, Front-end Mechanic and Engine Tune-up |
| New Jersey | Yardville | 30 | Automobile Body Repairman |
| New Jersey | Yardville | 30 | Electrical Appliance Serviceman |
| New Mexico | Santa Fe | 15 | Electrical Appliance Serviceman |
| New York | Federal Center | 40 | Individual Referral |
| New York | Rickers Island | 100 | Multi-Occupational |
| New York | Greenhaven | 40 | Office Machine Repairman |
| Oklahoma | Statewide | 40 | Individual Referral |
| Ohio | Columbus | 400 | Welder Combination, Dental Laboratory Technician, Production Machine Operator and Bricklayer (Pre-Apprentice) |
| Oregon | Various | 359 | Other-than-Skill Employment Orientation, Basic Education, Vocational Education, Clerical Occupations and Less-than-Class Group |
| Pennsylvania | Lewisburg | 66 | Gasoline Engine Repair, Oil & Gas Fired Furnance Serviceman, Tractor Trailor Truck Driver |
| Pennsylvania | Dallas | 12 | Carpet layer |
| Pennsylvania | Oakdale | 20 | Auto Mechanic |

| STATE | LOCATION | No. of TRAINEES | OCCUPATIONS |
|---|---|---|---|
| Puerto Rico | Hato Rey | 145 | Alteration Tailor, Secretary, Auto Body Repairman, Accounting Clerk, Draftsman (Architectural), T.V. Service and Repairman & Refrigeration Mechanic |
| South Carolina | Columbia | 245 | Automobile Mechanic, Auto Body Repairman, House Repairman, Engineering Equipment Mechanic, Welder Combination, Excavating, Grading and Related and Less-than-Class Group |
| Tennessee | Memphis | 75 | Air Conditioning Mechanic Helper, Auto Body Repairman, Spray Painter, Welder Combination, Woodworking Machine Operator |
| Texas | Huntsville | 280 | Gasoline Engine Repairman, Lawn Mower Repairman, Welder Combination, Furniture Upholsterer, Auto Body Repairman, Farm Equipment Mechanic & Operator, Electrical Appliance Repairman and Individual Referral |
| Texas | Federal Center | 60 | Individual Referral |
| Texas | San Antonio | 60 | Auto Mechanic, Clerical Cluster, Electrical Appliance Serviceman, Production Machine Operator, Welding Combination, Auto Body Repair |
| Utah | Prova | 245 | Auto Mechanics, Auto Body Repairman, Diesel Mechanic, Machine Operator and Heating and Air Conditioning |

| STATE | LOCATION | No. of TRAINEES | OCCUPATIONS |
|---|---|---|---|
| Virginia | Richmond | 20 | Offset Duplicator Operator |
| Virginia | Richmond | 20 | Offset Duplicator Operator |

Summary of Occupational Offerings - 1971

| OCCUPATION | NUMBER |
|---|---|
| Welder Combination | 14 |
| AutoBody Repair and Related Skills | 11 |
| Automobile Mechanic | 10 |
| Drafting Occupational Cluster | 8 |
| Production Machine Operator | 8 |
| Basic Education | 8 |
| Individual Referral | 7 |
| Service Station Mechanic | 5 |
| Pre-Vocational Cluster | 5 |
| Service Front-End Man | 4 |
| Air Conditioning and Refrigeration Mechanic | 4 |
| Mechanical Maintenance Man | 3 |
| Offset Duplicating Machine Operator | 3 |
| Office Machine Repairman | 3 |
| Electrical Appliance Serviceman | 3 |
| Heavy Equipment Cluster | 2 |
| Metal Trades | 2 |
| Furniture Upholsterer | 2 |
| Mechanics Helper | 2 |
| Engine Repairman | 2 |
| Gasoline Engine Repairman | 2 |
| Diesel Mechanic | 2 |
| Farm Equipment and Related Skills | 2 |
| Farm Equipment Mechanic | 2 |
| Electrical Repairman | 2 |
| Radio and TV Repair and Related Skills | 2 |
| Excavating, Grading, and Related Skills | 1 |
| Engineering Equipment Mechanic | 1 |
| Offset Pressman | 1 |
| Water Sewage Treatment Plant Operator | 1 |
| Salesperson | 1 |
| Meatcutting | 1 |
| Dental Laboratory Technician | 1 |
| Bricklayer (Pre-Apprentice) | 1 |
| Diver, Diver Helper | 1 |
| Animal Trainer | 1 |

| | |
|---|---|
| Oceanographic Aid | 1 |
| Nursery Worker and Landscape Gardener | 1 |
| Forester & Forester Aid | 1 |
| Agriculture Aid | 1 |
| Carpet Layer | 1 |
| Alteration Tailor | 1 |
| Accessories Installer | 1 |
| Woodworking | 1 |
| Ignition and Carburetor Man & Tune-Up Man | 1 |
| New Car Get-Ready Man | 1 |
| Tire Repairman | 1 |
| Transmission Mechanic | 1 |
| Lawn Mower Repairman | 1 |
| Truck Body Builder | 1 |
| Dairy Equipment Repairman | 1 |
| Electrician (Wire and Running Wire) | 1 |
| Electric Motor Repair and Related Skills | 1 |
| Electricity and Electronics Service Trades | 1 |
| Spray Painter | 1 |
| Secretary | 1 |
| Accounting Clerk | 1 |
| Clerk (Typist) | 1 |
| Clerk (General Office) | 1 |
| Clerk (Stenographer) | 1 |

1971 Summary

| Type of Institution | Number of Projects |
|---|---|
| Federal | 5 |
| State | 41 |
| Territories | 2 |
| District of Columbia | 1 |
| City | 1 |
| County | 4 |
| TOTAL | 54 |

| | |
|---|---|
| Number of trainees | 5,315 |
| TOTAL HEW Cost | $5,544,855 |
| TOTAL DOL Cost | $1,673,585 |
| Total HEW and DOL Cost | $7,218,440 |

Fiscal Year 1972

| STATE | LOCATION | No. of TRAINEES | OCCUPATIONS |
|---|---|---|---|
| Alabama | Atmore | 135 | Farm Equipment Mechanic, Welder Combination, Shoe Repairman, Farm Equipment Operator |
| Arizona | Southwest Area Youth Center | 75 | Automotive Mechanic, Electrical, General Shop, Basic Education |
| Arkansas | Tucker & Cummins Prison | 135 | Auto Service Station Mechanic, Auto Body Repairman, Furniture Upholsterer, Farm Equipment Mechanic, Welder Combination, Individual Referral |
| California | Sierra Conservatory Center | 80 | Basic Education, Prevocational Training |
| California | California Institution for Men | 90 | Animal Trainer |
| California | California Institution for Men | 30 | Professional Diver and Diver's Helper |
| California | California State Prison San Quinton | 32 | Basic Education, Job Preparation |
| Connecticut | Enfield Correctional Center | 88 | Automotive Cluster, Building Trades Cluster, Welding |
| Georgia | Buford Prison | 276 | Auto Mechanic, Welding Cluster, Drafting Cluster, Maintenance Man, Bricklayer, Gas Engine Repair, Cosmetology |
| Illinois | Cook County Dept. of Corrections | 120 | Basic Education, Pre-Vocational |
| Illinois | Vienna Correctional Center | 105 | Basic Education, Pre-Vocational |
| Illinois | Vienna Correctional Center | 30 | Welder Combination |

| STATE | LOCATION | No. of TRAINEES | OCCUPATIONS |
|---|---|---|---|
| Illinois | Vienna Correctional Center | 15 | Mechanical Draftsman |
| Illinois | Vienna Correctional Center | 15 | Office Machine Repairman |
| Illinois | Vienna Correctional Center | 15 | Farm Equipment Mechanic |
| Illinois | Vienna Correctional Center | 15 | Water/Sewage Plant Operator |
| Illinois | Vienna Correctional Center | 15 | Office Machine Repair |
| Illinois | Vienna Correctional Center | 15 | Mechanical Draftsman |
| Indiana | Indiana Reformatory | 165 | Auto Body Repairman, Bricklayer Helper, Furniture Upholsterer, Offset Pressman, Welder Combination, Related Subject Education |
| Iowa | Iowa State Men's Reformatory | 82 | Auto Emission Control, Basic Education, Building Trades Center, Gas Engine Repair, Stationery Engineer, Individual Less-than-Class Group |
| Kansas | Kansas State Penitentiary | 354 | Basic Education and Employability, Salesperson, Auto Mechanic Cluster, Office Machine Serviceman, Clerk General Office |
| Kansas | Kansas State Industrial Reformatory | 105 | Basic Education, Auto Repair, Drafting, Machine Shop, Welding |
| Kentucky | Frenchburg Correctional Facility | 180 | Electrician (Wire & Wire Running), Building Cluster, Welder/Combination Cluster, Auto Mechanic, Auto Body Repairman |

| STATE | LOCATION | No. of TRAINEES | OCCUPATIONS |
|---|---|---|---|
| Maine | Maine State Prison | 50 | Auto Mechanic (Auto Service), Cook, Maintenance Man (Bldg.), Counterman (Auto Parts) |
| Maryland | Maryland Correctional Training Center | 50 | Individual Referral |
| Michigan | Sowa State Men's Reformatory | 50 | Less-than-Class Group |
| Michigan | Detroit House of Corrections | 15 | Basic Education, Auto Service |
| Michigan | Detroit House of Corrections | 30 | Building Service Worker |
| Michigan | Detroit House of Corrections | 30 | Building Maintenance, Basic Education |
| Missouri | Moberly Training Center for Men | 75 | Meatcutting, Basic Education and Orientation, Draftsman, Office Machine Operator, Combination Welder, Office Machine Repair |
| Montana | Montana State Prison | 40 | Automotive Vehicle Mechanic, Automotive Service Station Mechanic, Dairy Equipment Repairman |
| New Jersey | Youth Correctional Institute | 200 | Basic Education, Woodworking, Office Machine Operator, Plumbing, Hardware Assembler, Welder Combination, Auto Service Station Mech., Bldg. Service Worker |
| New Jersey | Correctional Institutional for Women | 200 | Basic Education, Clerical Skills, Quantity Food Service, Nurse Aide, Pre-vocational, Electronics Assembly |

| STATE | LOCATION | No. of TRAINEES | OCCUPATIONS |
|---|---|---|---|
| New Jersey | Youth Reception and Correctional Center | 40 | Detail Programmer |
| New Mexico | New Mexico Honor Farm | 20 | Electric Motor Repairman |
| New Mexico | New Mexico Honor Farm | 15 | Farm Equipment Mechanic |
| Oklahoma | Lexington Inmate Training Center | 120 | Welding, Auto Mechanic, Heating and Air Conditioning |
| Pennsylvania | Phila-Holmesburg State Prison and House of Corr. | 150 | Household Appliance Repairman, Welder (Gas Shielded Arc), Auto Mechanic, Gas Engine Repairman |
| Rhode Island | Rhode Island Adult Correctional Institute | 61 | Pre-vocational, Maintenance Mechanic (entry), Offset Pressman (entry), Drafting Cluster (entry) |
| Wyoming | Wyoming State Penitentiary | 60 | Pre-vocational, Basic Education |
| Oklahoma | Quachita Inmate Training Center | 120 | Welding, Auto Mechanics, Heating and Air Conditioning |

### Summary of Occupational Offerings - 1972

| Occupation or Course | Number of Offerings |
|---|---|
| Basic Educational and Orientation | 14 |
| Welder Combination | 13 |
| Automobile Mechanic | 11 |
| Pre-Vocational Training | 7 |
| Drafting Occupational Cluster | 6 |
| Auto Service Station Mechanic | 4 |
| Building Service Worker | 4 |
| Farm Equipment Mechanic | 3 |
| Auto Body Repair and Related Skills | 3 |

| | |
|---|---|
| Building Trades Cluster | 3 |
| Gasoline Engine Repairman | 3 |
| Individual Referral | 3 |
| Office Machine Repair | 3 |
| Air Conditioning and Heating | 2 |
| Bricklayer and Bricklayer's Helper | 2 |
| Clerk, General Office | 2 |
| Electrical Repairman | 2 |
| Furniture Upholsterer | 2 |
| Individual Less-Than-Class-Group | 2 |
| Mechanical Maintenance Man | 2 |
| Office Machine Operator | 2 |
| Offset Pressman | 2 |
| Accounting Clerk | 1 |
| Animal Trainer | 1 |
| Auto Emission Control | 1 |
| Auto Parts Counterman | 1 |
| Carpentry | 1 |
| Clerk Stenographer | 1 |
| Clerk Typist | 1 |
| Cook | 1 |
| Cosmetology | 1 |
| Dairy Equipment Repairman | 1 |
| Detail Programmer | 1 |
| Diver and Diver's Helper | 1 |
| Electric Motor Repair and Related Skills | 1 |
| Electro-Mechanical Cluster | 1 |
| Electronics Assembler | 1 |
| Farm Equipment Operator | 1 |
| General Business | 1 |
| General Shop | 1 |
| Household Appliance Repairman | 1 |
| Job Preparation Course | 1 |
| Machine Serviceman Cluster | 1 |
| Machine Shop | 1 |
| Meatcutting | 1 |
| Metal Fabricator | 1 |
| Nurse Aide | 1 |
| Plumbing Hardware Assembler | 1 |
| Quantity Foods Service | 1 |
| Salesperson | 1 |
| Shoe Repairman | 1 |
| Stationary Engineer | 1 |
| Water Sewage Treatment Plant Operator | 1 |
| Woodwork Machine Operator | 1 |

1972 Summary

| Type of Institution | Number of Projects |
|---|---|
| Federal | 1 |

| | |
|---|---|
| State | 38 |
| Territories | 0 |
| District of Columbia | 0 |
| City | 2 |
| County | 0 |
| TOTAL | 41 |

| | |
|---|---|
| Number of Trainees | 3,518 |
| Total HEW Cost | $3,250,897 |
| Total DOL Cost | $1,112,318 |
| Total HEW and DOL Cost | $4,363,215 |

# THE LEARNING RESOURCES CENTER

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## Introduction

Learning materials center, educational resources center, communications center, instructional resources center, audiovisual center, library, or learning resources center--these phrases reflect an expression of different needs and particular applications of the media concept in designing an effective educational program. They represent attempts to reconcile the demands of society with the needs of education and the progress of the technology. In short, the term media center is many things to many people and what it is in any given situation depends on the philosophy of the system and how the ideas are implemented. Specifically, the important considerations are: Why does the media center exist? Whom does it serve?

The purpose of the paper is to discuss the major functions of the media center as a facility for enhancing the learning process and to present guidelines and considerations for establishing or redesigning a learning resources center. It includes the rationale for media centers, designs and utilization factors for learner-centered activities, and guidelines for setting up a learning resources center.

## Rationale

As pointed out earlier there is a wide difference of opinion concerning the purposes of the media center. There is no consistent viewpoint as to what a media center is or should be. Librarians, principals, curriculum directors, teachers, and audiovisual coordinators all express their points of view without unanimity. However, they do agree that some kind of central repository is necessary in order to create and implement teaching-learning strategies. For purposes of this discussion, a learning resources center is a centralized repository that is primarily concerned with creating learning environments and experiences through the utilization of media and effective teaching within a central facility. A secondary purpose of the center is the production of instructional materials and the storage and distribution of audiovisual equipment to facilitate instruction and learning.

With respect to the central issue, Gerletti (1969) asks, "What do learners do in the center and how do they get there?" He points out there are several reasons why learners are in the center:

1. They are in the center using their free time to browse and obtain information relative to their interests.

2. They are there to prepare a report or gain information as part of a class assignment.

3. They are there as an integral part of a specific course of study whereby they have been programmed to an individual or group activity to learn a skill, develop an attitude or gain specific knowledge.

The rationale for a learning resources center is based upon the obvious fact that the educational decision-makers must find effective ways of dealing with the knowledge explosion and thereby make this information available to the learner. No single medium of the communication process is able to fulfill these demands. Instead, curriculum designers and media specialists must analyze the strengths and weaknesses of the various media and blend them into an effective instructional package. Only through a wide variety of available media channels employing the cross-media or multi-media concept is this possible. The problem is simply how can such a diversity of instructional resources be made available to teachers and students?

Wittich (1962) referring to the multi-media concept, states:

> The teaching-learning tasks to which various combinations of instructional materials can be put are virtually limitless. The teacher himself may present a sequence of learning situations through a planned combination of these media. . . . He may provide extra tutoring for those pupils who need it by planning individualized instructional programs which employ combinations of media, or encourage gifted pupils to learn on their own through similarly planned programs. (p. 485)

The most economical and practical answer is to make the media available through a central facility--a learning resources center. This arrangement makes it possible to make more efficient use of new or existing facilities. Essentially, it is the concept of pooling resources for teachers, students, and design personnel. It means one central card catalog, one film library, and one localized storage and retrieval center for all instructional aids within the system. The extent to which instructional materials are used within the center is directly related to concentration and convenience. For example, a separate library and audiovisual center is less convenient to the user than a single localized center.

Whatever the system or plan, the emphasis should be on services and facilities available to the user. Differences of opinion frequently reflect personal interests which completely disregard the only reason for any educational center--to educate the learner and be of service to the instructional staff. Acceptance of the media center concept is dependent upon prior acceptance of three important propositions. The three taken together constitute acceptance of the media center philosophy (Philips, 1967):

1. Instructional entities such as library services and audiovisual equipment and materials do not exist independently and separately, but

are interdependent and directed toward fulfillment of the teaching-learning process.

2. The responsibility of the instructional program is to develop each student to his or her maximum. This can best be provided in an instructional atmosphere such as a learning resources center where materials and facilities are readily available.

3. Instructional materials and facilities should be available to teachers and students. It is common practice for a teacher to make an assignment and expect the students to go to the library and gain information firsthand from assigned readings. Conversely, is it not reasonable and practical to expect students to go to the learning resources center and interact in a "hands-on" fashion with audiotapes, films, filmstrips, programmed instruction, and individualized learning packages? This premise has met with limited acceptance by educators, but is central to the issue of creating and making learning experiences readily available. Acceptance for the foregoing premises sets the stage for creating or redesigning a media facility that is learning-centered and seeks to bring the best materials, equipment, and professional know-how into the instructional process. Supervision of the facility must be delegated to a highly qualified person well-versed in the design, production, and utilization of the center's resources. This means it is absolutely necessary he or she possess the necessary qualities of being able to effectively coordinate the various specialized departments within the center and demonstrate the rare trait of effecting a harmonious working relationship among diverse personalities. This, hopefully, is what the learning resources center offers.

## Design and Utilization

Assuming that a media or learning center is many things to many people and therefore may serve a variety of needs and purposes in the learning process, what are some of the considerations necessary when planning or redesigning a media center? First, if the learning resources center is to fulfill its intended purpose of creating a learner-oriented environment, it must provide a wise variety of experiences and opportunities for the student. In addition to prescribed or planned instruction, a number of school districts are experimenting with unscheduled time blocks which give the student the responsibility of judiciously managing his or her time in a productive manner. An example of a program goal utilizing unscheduled blocks of time might concern the student's use of personal time. The Fountain Valley School District in California has attempted to provide the learner with an opportunity to demonstrate respect for the use of personal time by selecting activities that require independent study rather than teacher-directed activities.

Another consideration which must be weighed when designing a learning center is where will the attention be focused? Will the teaching effort and learning experience be teacher-centered or learner-centered? Traditionally, learning experiences are usually teacher-centered and take the form of lecture or teacher-directed activities. If the philosophy of the system is learner-centered, the learning resources center and the relationship of the teacher to the student are quite different. A learner-centered organization directs much more attention to the accomplishments of the student. In fact, all members of the administration and the learning resources staff would direct their efforts to the learner and more concern would be given to the successes and failures of the students. An instructional resources center that is not student-centered might function solely as a dissemination facility for instructional materials or give only secondary emphasis to the role of the learner. This decision will be an expression of philosophy and administrative decision-making.

The third consideration concerns instructional planning. Who shall be responsible for curriculum planning and the utilization of media? How shall they interrelate? In the past, curriculum was written by the system and instructional aids and students involvement were made by the teacher to fit the design. Another concept is to consider materials an integral part of the planning and developing process. This treats instructional technology as a systematic application of knowledge to the learning process. Going one step further, the process of applying technology to learning becomes a unified attempt to involve teachers, students, administrators, curriculum consultants, and specialists from content areas (math, science, skills training) to cooperatively plan an entire program.

A fourth consideration is the learning environment is which the materials will be used. One kind of teaching situation is the self-contained classroom where allowances are made for individual differences and students move in different directions at different rates of speed through a self-directing, non-graded learning environment. This phase of instructional development is still too new to completely assess its impact and accomplishments. Nevertheless, it is an attempt to place the student at the hub of the instructional wheel and devise new teacher-learner strategies that are media-oriented.

It is quite evident that the status quo of traditional education is feeling the influence of the new technology. There has been definite evidence of a shift from the teaching act to the learning process in an attempt to personalize the instructional program (Brick, 1967).

The learning center concept may be an integral part of the learning resources center or it may operate as an extension of the regular classroom and serve as a teaching and resource learning center for a cluster of several teachers. The primary purpose of this concept is to integrate the classroom and learning center to cope with the knowledge explosion and match students with appropriate materials, concepts, and personnel for effective individualized instruction.

Frequently expressed advantages of student-centered activities in the learning center are as follows:

1. Maximum utilization of audiovisual equipment such as tape recorders, filmstrip projectors and motion picture projectors for remedial work or enrichment.

2. Self-directed learning activities such as selective reading, small group discussions, and contingency managed instruction.

3. An opportunity for regular student-teacher conferences made possible by flexible scheduling.

4. Cooperative teaching provides for additional grouping and capitalizes on the teacher's strengths and abilities.

## Setting up a Learning Resources Center

From an adiminstrative point of view, the complete coordination of all media operations eliminates isolated entities and duplication of services. The advantages of establishing a learning resources center applies to large and small programs alike. The actual size of the department, services, and staff must be based upon enrollment, curriculum, budget limitations, and services desired. Consequently, any system, regardless of size, should benefit from the economy that results from centralization, efficient utilization of staff services, and reduced duplication of instructional aids.

An established program probably will find it a simple matter to create an audiovisual center with a minimum of physical change. In most instances it will mean expanding or modifying an existing library or audiovisual storage area to meet current needs. In every case, however, the ultimate objective is to improve instruction and provide teachers and students with better services.

The following considerations are germane to planning and equipping a learning resources center:

1. Planning should be cooperative and reflect the ideas of consultants, classroom teachers, and administration. Design should be contingent upon function.

2. The media center should be designed in such a manner that it can be built in planned phases if necessary.

3. Definite figures for a school of any particular size is difficult to give. Size is related to variables such as enrollment, curriculum design and philosophy of the system. However, the school should list the services it desires, then allot an estimated area for each service.

4. The learning resources center should be centrally located for easy access and efficient distribution of instructional materials. This usually means in the vicinity of the administrative offices.

5. The school should begin with an ample collection of books, periodicals, and reference materials. Other instructional materials should be added as needed. Specialized instructional aids such as programmed learning, multi-media centers and computer assisted instruction are dependent upon budget allowances. Therefore staff members and specialists should make every effort to accumulate and produce inexpensive or locally prepared instructional aids and learning packages (self-tutorials). The services and materials within learning resources center should reflect the needs and philosophy of the program.

A sample plan for a learning resources center is presented in Figure 1. This architectural plan allows for a centralized learning resources center and six clustered classrooms. The learning center has facilities for planning, producing, and utilizing media. It can also be used for a variety of learner-centered activities. The classrooms are equipped with movable partitions, self-study centers, work-storage areas, and television monitors. Each classroom accommodates approximately 30 students.

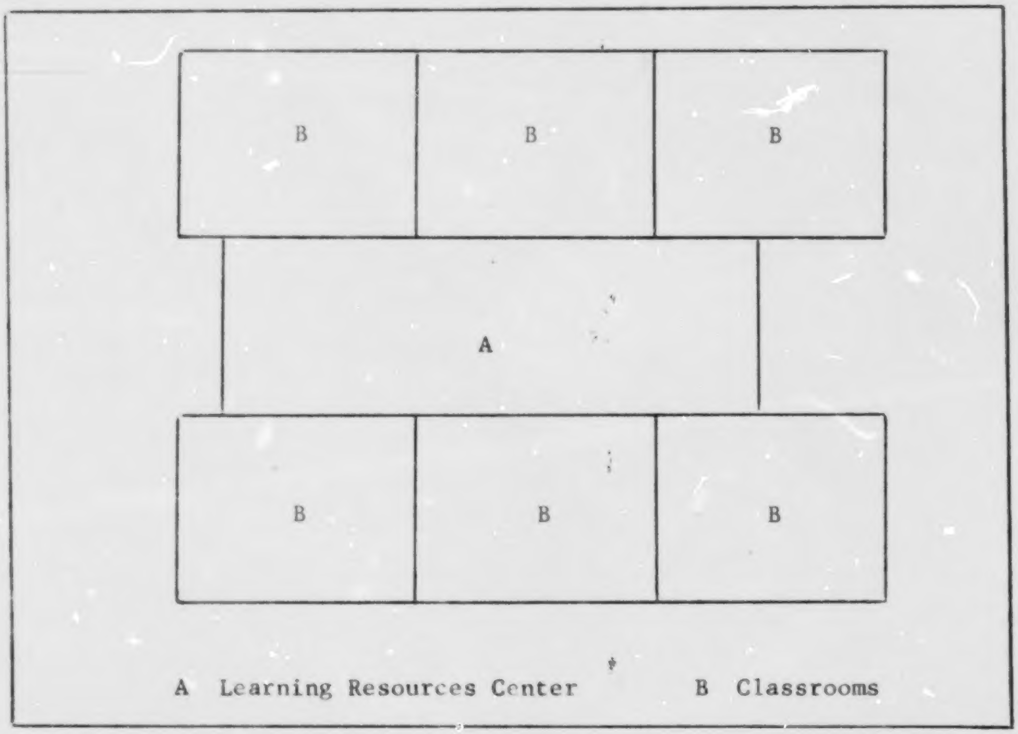

Figure 1. Learning resources center with satellite classrooms.

## Conclusion

The concept of the learning resources center is an attempt to create a student-centered learning situation rather than the traditional teacher-centered instructional pattern. Subscribing to this philosphy enables the system to incorporate self-mediated instruction, flexible grouping arrangements, and the effective utilization of the team concept in creating learner-centered instruction.

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# HARDWARE/SOFTWARE AND FACILITIES TO SUPPORT CAREER EDUCATION IN CORRECTIONS

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An ex-offender needs three things to "make it" once released: (1) a self-concept strong enough to exist in a square world, (2) an employment skill good enough to keep a job, and (3) a social competence flexible enough to give him the freedom to be a person rather than a human machine.

The problem can be stated. Solutions are at hand. Action is needed. "Get with it, man."

## Introduction

"Of all the activities within the criminal justice process, corrections appear to offer the greatest potential for significantly reducing crime (U.S. Department of Justice, 1971)."

This paper will concern itself with the functioning of career education in a prison setting. More specifically, it deals with what needs to be done with hardware/software and facilities to support career education in corrections.

Solutions come from many points of view. It is important to look at some of these in order to place career education within the spectrum. Valler (1972) says that:

> If corrections is ever to become a true science, instead of a better-tasting hodge-podge of wishful thinking, mystical terminology, minor successes, and rationalized failures; then prison administrators are going to have to start thinking, talking, and acting like scientists instead of publicity-conscious guards.

Contrasting this view of the solution for improving the effectiveness of corrections is that of Morris (1972) who states that the people of the nation must become involved, particularly the politicians and those providing funding. Sessions (1972) holds that the salvation lies in utilizing the labor unions who can provide the inmates with jobs upon release.

The solution then can be looked upon as a threefold task. It calls for the application of a scientific approach, the utilization of political strategy, and the involvement of labor organizations. Career education is putting it all together. The educator must control the mixture.

Eckenrode (1972) lists the six principles of correctional education as these:

1. Educational activity must be meaningful to the learner.
2. Correctional education must be offered in short, attainable, and measureable segments.
3. There must be reinforcement of learning.
4. There must be balance in the total institutional program in which education is but a part--a meaningful part.
5. The institutional educational program must be an accredited one--perhaps provided by the state educational agency.
6. Above all, there must be a substantial interpersonal relationshop established between the teacher and the student.

Correctional education is a planned program, and the inmate is a part of the planning team. These principles are inherent in career education, along with some additional key concepts. One is the introduction of a work-oriented curriculum in the very earliest years of school. Another is a unified curriculum in which the preparation for work and the preparation for academic education are molded into a single whole. Another component of career education is a modular curriculum. These last two components have great application in correctional programs and could make career education one of the most useful aspects for rehabilitation (Sessions, 1972).

> Career Education is a revolutionary approach to American education based on the idea that all educational experiences, curriculum, instruction, and counseling should be geared to preparing each individual for a life of economic independence personal fulfillment, and an appreciation for the dignity of work (Worthington, 1972).

Career education has recognized the critical decision points for which students must be prepared. Should a job, further education, or some combination of work and formal study be pursued? Career education has become a way for adults to enter formal or informal programs of education at any time in order to up-grade skills in their established career fields or to enter new ones.

"Career education is not a single specific program. It is more usefully thought of as a goal- and one that we can pursue through the many methods (Worthington, 1972)."

## Meaning of Hardware/Software and Facilities

"The technological systems available to the adult education instructor today are nearly as numerous and varied as the uses to which they may be put (Klevins, 1972)."

All facets of the career education program must be tied together for a common end, a salable skill meeting the needs of the learner. Hardware and software selection must follow this criterion also.

Hardware is the tool by which information is communicated. Software is the material that contains the information. Neither is of any use without the other. Ryan, Clark, Hatrak, Hinders, Keeney, Oresic, Orrell, Sessions, Streed, and Wells (1972) describe hardware as: "the equipment used in an educational program, including machines, physical equipment, and audio-visual devices that perform a physical function in the presentation of educational software." Functionally it is the non-expendable mechanical or electronic devices necessary to transmit information in a form which can be received and reacted to by the student. Software is the unit or units of informational content. This includes audio-visual materials such as motion picture films, overhead transparencies, slides, film strips, tapes, and records. As described by Ryan, et al. (1972), software is "teaching materials and supplies; including various media that require hardware for presentation such as films, tapes, slides, loops, cassettes, and records; and those that do not require hardware such as texts, workbooks, models, blackboards, maps, graphs, posters, and magazines."

Facilities come in many sizes and shapes. It is the installation in which the program is implemented. It includes requirements for storage, ventilation, acoustics, color, lighting, and electrical outlets. It must be emphasized in career education that this may be one room, one building, or parts of several buildings. It may cost $3,000,000 and add 150,000 square feet of instructional space or it may be a reorganization and redirection of the present facility (Rossi & Biddle, 1966).

A learning resource center should be the core facility of any penal education program. It provides the most efficient use of space, frees teachers from repetitive instruction, permits programming to meet the individual learning patterns of students, allows more flexibility in the use of materials, presents materials selected to meet specific need in exactly the same manner and form consistently, and permits updating at a relatively low cost. Another more important consideration lies in the fact that the inmate student is removed from the hostility-producing traditional classroom situation with its authority figure--the teacher (Huff, 1970).

## Importance of Hardware/Software and Facilities in a Career Education System

Most offenders entering penal institutions have little if any training or occupational skills. Their prior work careers are

> typically characterized by sporadic work experiences, usually at unskilled labor levels, and they lack standard middle-class conceptions of what constitutes proper work habits and attitudes. Unfortunately, far too many inmates leave prisons with little improvement in any of these areas. The net effect, is that about one inmate in ten actually receives new formal or on-the-job training in prisons that he is able to use on the outside (Miller, 1972).

How is it possible to get the other nine offenders involved in a satisfying career education program?

According to Brown (1973) the three most worrisome questions asked by adults about continued education are: (1) Am I too old to think about going back to school? (2) How am I going to finance the schooling? (3) How am I going to support my family while attending school? These concerns (particularly the last two) have been taken out of the hands of the man who is incarcerated.

It is narrow thinking on the part of professional educators, however, to think that adult offenders can be placed in a traditional classroom situation and expect them to be highly motivated to achieve an education. Many of these adults have not achieved an education because they rebelled against the type and quality of instruction received in their previous school experiences and quit. To insist on their return to this situation merely reinforces and strengthens the hostility which has developed (Huff, 1970).

A resource center employing various hardware/software media can offer a change which could produce the needed motivation for self-learning.

> Programmed instruction has been called "infinite consideration for the learner." Research conducted thus far supports the contention that good programs, carefully developed and properly administered, can significantly improve the quality and economy of instruction. The advantages of programmed instruction out-weigh its disadvantages (Clark, 1970).

It should be pointed out that the use of programmed materials is only one phase of a career education program. It is one of the ways to make the program individualized, alive, and unique from the fact gathering process of past educational experiences.

The hardware/software and facilities in a correctional setting must provide learners individuality, esteem, open entry, and hope. They must allow for differences in learning style and rate. The sequence and structure of the software media decreases the chance for failure, and the self-correction aspects can give the learner immediate (and private, if wished) feedback. Scheduling requirements are reduced, permitting learners to start and finish segments of programs at any point in the calendar year. The hardware/software and facilities in a correctional setting can also be used to develop skills that are in tune with today's labor market in a relatively short period of time. The inmate can then leave the institution with the possibility of maintaining a satisfying place in the working world.

The provision of a resource center housing a variety of hardware/software media is a definite asset in a correctional education program. But it is important not to overshadow a more important variable in the "the solution scheme"--the men.

> The typical inmate, according to the 1960 Census, is a male, under 35 years of age, who has not completed high school, and who has worked as either a laborer or lower level operative. Clearly, we must be aware of the personal characteristics of offenders and their educational and work backgrounds when discussing training programs (Miller, 1972).

## Career Education--A Plan

### Operational Tasks

The totality of career education includes the following: (1) mapping out appropriate procedures for each individual, (2) guiding each man through his plan, (3) utilizing hardware/software and facilities to further individual development, (4) providing individual and small-group instruction, (5) training for recreation and leisure time, (6) developing social skills through group interaction, and (7) following through to community employment. This portion of the paper will be concerned with the operational tasks involved in planning of individual programs, the utilizing of hardware/software and facilities, and the following through to community employment. These tasks will be described within the framework used at the South Dakota State Penitentiary.

The world of work is changing so rapidly that many of the jobs of today did not exist a few years ago. An understanding of what is happening on the job market today is difficult enough for those who are free to move about. The difficulty for those who are incarcerated and without daily exposure is tremendous. Department of Labor statistics indicate a greatly increasing demand for personnel in the service occupations with a definite leveling off of demand for people involved in industrial production (Frank, 1972). The popular columnist, Sylvia Porter, states that the fastest growing job market is with the government at all three levels--local, state, and federal (Porter, 1972).

The South Dakota State Penitentiary has initiated a guidance program called VASTRE (Vocational, Academic, Social, Training, Release, and Employment.) This is a goal setting program. Initially, the inmate must identify in writing the goals that he has for "self-rehabilitation" during his sentence and the methods he wants to use to reach these goals. He is assisted by a counselor who also helps to insure steady movement toward these goals.

The emphasis is on a "team" approach. The inmate and his counselor form a partnership. But the idea of a "team" has a larger scope in that it is mandatory for all staff members to form a cohesive unit to give massive support to all inmates involved in VASTRE. With combined efforts, helping-relations should dominate the thinking of all personnel throughout the program.

Each "fish" (a new inmate) is given a typical battery of tests when he enters the institution. Within his first few days at the prison, he is interviewed by a counselor of the VASTRE program. This is explained to him, and he is left a personal goal sheet with the suggestion that it be completed and returned in a few days' time.

Once the goal sheet is completed, the counselor and the offender plan out a tentative program of accomplishments, keeping in mind his first possible parole date. A five-member committee, representing the areas of treatment, security and parole, reviews the program agreement. Past records, stated goals, and future potential are all considered before a particular program is approved. The offender, his counselor, and a member of the VASTRE committee then officially sign the agreement. The inmate agrees that he will carry through with the program as identified on the contract (goal sheet) in order to facilitate his release at the earliest time possible. The institution agrees to help him reach his goals and to supply the parole board with monthly, written reports of positive progress. It is reasoned by the staff of VASTRE that a streamlined program that is going in a positive direction and has been identified by the offender will help insure a productive life after release.

The total VASTRE process, which begins with personal goals, no matter how meager or philosophical, and extends through the cooperative efforts of the State Employment Office (in general aptitude testing and job placement), directs the offender toward a career field that has a future on the "bricks," the street. The staff counselor from the South Dakota State Penitentiary then acts as a catalyst to promote ongoing cooperation toward this end.

In a career education design like this, goal achievement can be made easier by the auspicious use of hardware/software and facilities. "Hardware is the tool by which information is communicated; it is the software, however, which contains this information, and neither is of any use without the other (Klevins, 1972)." Klevins suggests that these products of educational technology can be invaluable to adult education if certain basics are considered before they are purchased and used. He includes the following:

1. Purchases are based upon the clearly defined objectives of the particular institution involved.

2. Those who will use the systems--the instructors--have a direct part in the selection and purchase of the equipment.

3. The persons using the equipment are properly trained, and

kept abreast of advances made in the methodology of the equipment.

4. The equipment and materials are accessible for use when they are needed.

Klevins also points to the need for having a variety of materials that includes both software and hardware. He notes, too, that purchases should always be made from reputable companies.

With these ideas and cautions as a general guide, a staff can assess its program needs and begin the process of media selection. In many cases, hardware is already available in the form of projectors and tape recorders, for example. It is important to resist the urge to buy something new before there is a need for it in a specific area. "It is important to remember that hardware is only as good as the software that accompanies it, and that hardware is of little value if it sits in the corner unused (Frank, 1972)."

There are several general sources of information concerning the procurement of materials. Perhaps the most ready source is a local supplier of school supplies. However, this source, because of its sales nature, must be viewed in light of other facts. State departments of education often provide information on educational systems. There are non-profit groups that publish material evaluation guides. The major national industrial associations will usually have an education and training committee which will provide information on the availability of training material in their field. The U.S. Department of Health, Education, and Welfare publishes an annotated curriculum materials list for industrial education.

An annotated list of some specific hardware/software materials that may be helpful in career education follows.

1001 Top Jobs for High School Graduates

Bantam Books, Inc.
271 Madison Avenue
New York, New York 10016

This pocketbook lists the duties of the job, where the job is found, the future of the job, the qualifications and training necessary, possible advancement, pay and benefits, working conditions associated with the job, and the role the unions play in it.

Careerdex

Career Associates
Post Office Box 505
Lansdale, Pennsylvania 19446

Careerdex is a unique guide to career information pamphlets. It consists of 1000 reference cards mounted on a desk top card file. Each card gives a job title, the name of a career information pamphlet, and the address a student or counselor can write to for the pamphlet.

Creating Your Future

Education Achievement Corporation
Post Office Box 7310
Waco, Texas 76710

This is an audio-visual packet directed to readiness skills, career planning, and career re-education. The system's thirty lessons are presented on cassette tapes. Built into the system is learner involvement with planning for his future.

The World of Work

Educational Design, Inc.
47 West 13th Street
New York, New York 10011

The World of Work is a series of taped lessons concerning locating and keeping a job. The learner is involved with preparing fact sheets and application forms, small group discussions, and written responses to working situations.

Preparing for the Jobs of the '70's

Guidance Associates
Harcourt Brace and World
Pleasantville, New York 10570

This is a filmstrip and record presentation of career fields. The purpose is to stimulate thought and discussion of career education.

The Nightingale-Conant Casetpak Program

Nightingale-Conant Corporation
6677 North Lincoln Avenue
Chicago, Illinois 60645

This is a series of cassette tapes geared at positive motivation and self-actualization. The value lies in the adult approach and the flexibility of the program.

There is a great need to be logical in an approach to a total system. It is important to use first what is already available in the institution. The materials used must be coordinated with the types of work available in the geographic area of the institution. When a need arises it must be met.

Frank (1972) suggests the following criteria for evaluating programmed materials in designing an effective career education program:

1. Is the subject matter of the material oriented to adult interests and experience?

2. Is the physical format (illustrations, typography, other graphic design) of the material appropriate for an adult user?

3. Does the material deal with real life situations--earning a living, sensible consumption, personal and social problems?

4. Does the material convey sound and worthwhile information which will encourage the user to try this method of information seeking again?

5. Does the material seek to produce positive effects, such as building a stronger self-image, increasing understanding, broadening horizons and stimulating continued learning and self-improvement?

Frank continues by suggesting that relevant materials must meet the reality perceptions, the life style, and the social situation of the adult that will use them. Material that has a strong urban identification may be ineffective with persons in a rural setting. One ethnic group might find it difficult to accept that which reflects another.

Materials need to be simple, clear, and direct. They need to allow entry at different levels and self-pacing that acknowledges individual differences. Truly effective materials should include learning aids--guides, workbooks, and graphic data. The complete collection of hardware/software should provide media for the different skill levels of an adult program--beginning, intermediate, and advanced.

On the practical side Frank suggests that the cost must be considered. Also can the program be incorporated as a whole package or will it need modification? How best can a staff plan to use it? Will it serve most efficiently as an individual instructional device, a teaching resource, or a supplementary technique? Above all, the hardware/software material needs to be the type that lends itself to use by a special student in a special situation.

## Facilities Needed

"Career education has no new elements in it from a decade or even a century ago (Worthington, 1972)." What is significant and new is the combining of the vocational and academic curriculum. The physical facilities must now reflect this philosophy.

There needs to be an "academic" area that serves as the learning resource area. This facility may handle a varying number of learners for programmed instruction as well as having available classroom space for group discussions. When planning for this area such things as physical climate, lighting, acoustics, color, and storage of materials need to be considered. Counseling rooms should be a part of the facilities complex. Their location should be one of easy access and close proximity to the site of the action.

Ideally, vocational areas will have room for proper equipment reflecting shop conditions on the outside. The vocational shops gain from being in the same general area as the academic classrooms, the resource center, and the counseling rooms. This enables instructors to share abilities, information, and the seldom used, expensive, but necessary equipment. It is desirable also to have a space available to the vocational instructors for group activities not conducive to a shop atmosphere such as film showing, demonstrations, and textbook work relating to the job training. With the availability of a learning resource center, it is not necessary to handle general upgrading of basic skills in the shop area. The learners [illegible] be excused from the shop during slack time to work on academic deficiencies or take paper and pencil tests relating to their skill development.

A total career education facility would include a complex of facilities that meet the varied deficiencies of the learners as they are needed. The complex may be several buildings for a large mass of learners or it may be a few rooms of one building. It should entail an academic skill area for basic education, a counseling and testing center for planning and guidance, a library, group discussion rooms, and an area for relaxation. The vocational area may be one shop or a group of shops meeting the needs of the local area. The surest way to guarantee this is to involve industry on an advisory committee.

Satisfying community employment is the ultimate goal of the career education program. If the securing of jobs involves the people of the community and its agencies, these local resources will feel a responsibility. Agencies of the community, in particular, need to be involved as the learner begins his program. The State Employment Office can give the General Aptitude Test Battery and interpret the results to the offender--thus helping him with goal setting. They also may be called upon later in the program to furnish on-going training funds for a man when he is released from the institution. Obviously, this agency is highly involved in job location and placement.

Vocational Rehabilitation may provide counselors who come to the institution to assist the inmate with program planning. It is sometimes arranged to have pre-release interviews to assist in a smooth pattern of training inside and outside of the institution and eventually in employment in that field.

Other agencies that may come on a part-time basis to assist with planning and programming for the offender includes the Veterans Administration, welfare groups, and Service to the Visually Impaired. One that is unique to the South Dakota State Penitentiary is the United Sioux Tribe. Its counselor works with Indian inmates on job and community placement or future educational training.

The Work Release program of the South Dakota State Penitentiary is geared to finding employment in the community for an inmate during the last few months of his sentence. This assists the breakdown of the re-entry shock, provides the releasee with additional money, and offers a job upon leaving the institution.

An outstanding community program of the South Dakota State Penitentiary is the man-to-man visitation program. It is patterned after the job therapy program of Washington State. The program matches an inmate with a mature male church volunteer. The man from the community promises to visit his assigned inmate friend at least once a month, to correspond with him twice a month, and to be with this friend his first full day in the free society. The program started in October 1972, and has been the single biggest job locator since that time for the man being released.

## Conclusion

Career education is a new approach to correctional education based on the idea that all educational experiences, curriculum, instruction, and counseling should be geared to preparing each individual for a life of economic independence, personal fulfillment, and an appreciation for the dignity of work (Worthington, 1972).

The total system needs to involve guidance that is geared toward programming for future job placement, hardware/software and facilities to enable the education to fit the learner for the future job market, and numerous lines of communication into the community where the career fields are waiting. Guidance can be the key to the person who has a very low self-concept, an unsatisfactory work record, few skills and a wealth of experiences with failure. Goals need to be established, a program that is success orientated needs to be outlined, and a follow-up program through release employment needs to be conducted.

Hardware and software that is to be used in the program should be coordinated with all other phases of the educational experience. It must serve a function in the career development chain as well as being appropriate for instructional use in the setting.

Facilities no longer need to be the function controller. Although the basic layout of a building often limits what may be done, the creative leader can take many steps to improve the environment with little or no expenditure of funds. If necessary the physical facilities should be remodeled to meet the learners' needs. There is no excuse for a room that meets the typical "custodian's notion" of a "good physical arrangement."

There are predictable pitfalls in getting the community involved in an institution. There is no other way if it is expected that 98 per cent of the prison population is to leave and succeed in the free world. Getting the community involved can include everything from advisory councils for vocational shops to individual sponsors for soon-to-be-released men.

Corrections has a magnanimous task in educating the offender for his release into the rapidly changing world of the mid-seventies. Career education is the dynamic answer.

## Definition of Terms

### Bricks

This is a slang term used in a correctional setting to refer to the free world--the bricks of the street.

### Career Education

Career education is an educational approach based on the idea that all educational experiences, curriculum, instruction, and counseling should be geared to preparing each individual for a life of economic independence, personal fulfillment, and appreciation for the dignity of work.

### Fish

This is a slang term used to denote a new inmate in a correctional setting.

### Hardware

Hardware refers to the equipment used in an educational program, including machines, physical equipment, and audio-visual devices that perform a physical function in the presentation of educational materials.

### Learning Resource Center

A learning resource center is a centrally located room or series of rooms wherein there is housed all the equipment needed to carry on a multimedia educational program.

### Software

Software refers to teaching materials and supplies; including various media that require hardware for presentation such as films, tapes, slides, loops, cassettes, and records; and those that do not require hardware such as texts, workbooks, models, blackboards, maps, graphs, posters, and magazines.

### VASTRE

VASTRE is an acronym for Vocational, Academic, Social, Training, Release, and Employment. This is a goal setting guidance program used to start and continue the offender in positive goal attainment directions.

### Work Release Program

This is a program that allows an offender to work in the community during the day and continue to serve his sentence during the evening hours.

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# HARDWARE AND SOFTWARE TO ACHIEVE CAREER AWARENESS, EXPLORATION, PREPARATION, AND PLACEMENT IN CORRECTIONS

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## Introduction

The special education needs of public offenders are consistent with a population characterized by inadequate education and skill, broken homes and backgrounds of poverty, and minority group membership. The resultant aversion to formal education mandates that educational programs, if they are to be successful, be designed to help break past patterns of failure.

Any significant changes in education for corrections must flow counter to the largely ineffectual practices of the past. As early as 1927, MacCormick (1939) noted that some of the reasons for failure were: lack of clear goals, a tendency to adhere too rigidly to public school methods, a failure to individualized programs, and poor teachers. That little progress has been made in education for corrections is evidenced in the following comment by Fisher (1970): "These comments might have been lifted from a modern text or research document instead of from a survey conducted in 1927-28."

There are however some exceptions to this indictment, and the number of enlightened prison education programs is growing. A consistent element in these successful programs is an adherence to a philosophy of individualizing instruction with the help of a wide assortment of technological aids that have been made available in recent years.

## Technology in Education

In describing these aids one often comes across the words "hardware" and "software." In briefest terms, the word hardware applies to the equipment and machinery of instruction, such as teaching machines, projectors, and tape recorders; the word software is used to describe the materials that fit the hardware, such as films, programmed instruction materials, and cassette tapes.

As the dedicated educator sets about the task of improving his program, he may ask--how can technology be best used to increase productivity and individualization of career education? E. F. Shelley (1968) provides a portion of the answer when he states:

> Technology can serve in two closely interrelated ways. First, by transferring the rote tasks of the teacher to suitable systems, equipment and programs, thus freeing the teacher for more creative and individual educational activities--just as the rote tasks of the engineer, for example, can be transferred to the computer and other systematic aids, thus freeing the engineer's time for more creative work. Secondly, by providing a diversity of educational material and presentations quickly selectable to meet the student's needs and progress.

## Instructional Methods

In considering ways that this hardware and software might be most effectively used to improve career education in corrections, it is necessary to think of training specifications as a system of interrelated activities rather than as an assemblage of fragmented, and often distantly related, parts.

In preparing to assemble or develop the system, it is sometimes useful to compare conventional methods of instruction with the methods assumed in a systems approach.

Conventional and traditional methods of instruction are basically teacher-oriented, and sometimes referred to as "Open Loop" instruction. An Open Loop system fails to make adequate use of feedback for the upgrading of an instructional unit. The teacher plans and organizes his subject matter presentation in terms of coverage of material in specified units of time; he tells groups of students only what he selects to be relevant. Little, if any, provision is made for directed and continued student response and correct answer confirmation as the prime criterion for the design and pacing of instructions. Rather, the student usually plays a passive role, being neither required nor able to respond and receive correct answer confirmation at each step in the learning process. There is usually no statement of behavioral objectives to specify exactly what the individual student must be able "to know" and "to do" to achieve acceptable performance requirements. In the conventional Open Loop model the student is evaluated by means of tests which sample the material covered but which may or may not be relevant to the specific knowledge required for an adequate understanding of the principle, concept, or application involved.

The systems approach to the development of instructional units is sometimes referred to as a "Closed Loop" model. The general operating specifications required for the instructional model are:

1. It specifies in exact measurable performance terms what the student is to be able to do and to know at the completion of instruction.

2. It requires a careful pre-selection of only the relevant material and skills that represent the final learning objectives.

3. It provides for the design of instructional steps best suited to the progressive and successful understanding by each learner, based on his existing knowledge and background.

4. It provides for continuous, active response by each student at each learning step in the instructional sequence.

5. It provides for predictable student learning achievements which are controllable and measurable.

The Closed Loop instructional model is a performance system with built-in provision for adjustment. It is designed to achieve carefully established learning objectives after having stated prerequisite skills required for entry into the instructional sequence. Specifically, it is based upon the pre-definition of (1) what is to be learned, (2) the required levels of terminal or final proficiency to be achieved by learners, and (3) the most appropriately designed sequence of instructional steps for learners to insure their success on each progressive step leading to the attainment of the prestated terminal performance objective.

## Elements of an Instructional System

When the principles and methods of instructional systems development are applied, the result is a process for the analysis, design, development, and evaluation of a training program.

Although there are a variety of approaches that one may take when developing an instructional system, most thoughtfully conceived efforts contain, in one form or another, the following steps:

### Behavioral Analysis

A detailed task description and analysis is made of the tasks to be learned. The task may be to locate, remove and replace a bad spark plug in a car; a rather simple trouble shooting procedure. Or, the task might be to use a stock catalogue to get all the information and then order a special part for a carburetor, a rather complicated process requiring special skills in reading, indexing, writing, and pricing. The analysis describes and defines all the important skills and knowledge needed to perform the tasks. Specific training objectives are then identified for each task and sub-task. Each objective calls for a behavior that can be verified, an activity that can be measured accurately and reliably. By definition a performance objective describes precisely (a) what the student is to do as a direct result of his learning activity, (b) under what conditions and limitations, (c) to what level or standard of performance. The learning objectives demand specific student responses to specific stimuli. The more closely the performance objective matches the desired real-world behavior, the better the objective.

### Optimum Step Size

The instructional content is organized into relatively small sequential steps, each requiring a desired student response (performance objective). Each step builds from the preceding response toward the succeeding step and its subsequent response. Only information and activity directly relevant to the desired behavioral outcome are included. Each step contains neither more nor less instruction than needed by the student to successfully perform the stated training objective.

### Active Responding

The student has to interact with the instruction by responding in some specified manner at each step. The response may be replying to a question, performing a task, or a combination of both. The response and the stimulus for the response duplicate, as closely as possible, the demands of the real-world task and situation. When possible, the response calls for realistic application of the new knowledge or skill, not just a parroting of the facts nor the mere repetition of an action. By forcing the learner to make specific, overt responses throughout the learning experience, his behavior is shaped step-by-step until he achieves mastery.

### Immediate Confirmation

Immediately following each response, the student is given knowledge of results. He finds out at once if his response was right or wrong, and why. Making a correct response and having that response confirmed as correct strengthens the probability that he will respond appropriately in a similar situation later.

### Managed Reinforcement

Learning is not left to chance. The student is purposefully guided toward making the correct response. Thus, the training experience is a series of mostly successful experiences, generally giving positive, not negative, reinforcement.

### Learner-Controlled Rate

Normally, the students in a training system are not forced to progress at the same rate; however, they all must reach the same objectives and meet the same criteria of success. The student is moved on to the next step only after he has succeeded with the preceding one; thus the learner's responses control the rate of the learning. Ideally, the majority of the learning is individually-paced; but, depending on media, content, facilities, resources, or scheduling, varying degrees of group-pacing may be included without seriously impairing the efficiency of the system. Even when the instruction is completely self-paced, deadlines and mileposts are included to force progress to some degree. Moreover, there are many performance objectives that require group activity and interaction.

### Learner-Controlled Content

The content of the training system adapts itself to the student, not the student to the content. The learner gets only what he needs to know, and only when he needs it. The information given the student is appropriate to his needs and abilities of the moment. If he does not learn, it is not his fault, but that of the system. Materials and tasks are organized to allow the student to pick his own best route toward the desired terminal behaviors. If need be, he is detoured from the main stream of instruction into some remedial tutoring material. On the other hand, he may by-pass material and interim steps any time he can demonstrate the desired terminal behavior. Thus, the content of instruction will vary considerably from student to student, because it is largely determined by each individual's response patterns.

### Validation

The system is thoroughly tested to make sure it does what it was designed to do. The objectives are validated against the real-world; the target population is tested to determine its entry-level skills and knowledge; content, sequence, method, and media are validated against student performance data; the system is tested bit-by-bit as each is produced, and then tested in its entirety after it is complete. The burden of success rests with the system, not with the student. If representatives of the target population cannot perform at the desired level of proficiency, the system is revised and retested and revised until they do. The analysis of the response data provides knowledge-of-results to the instructor, author, and curriculum developer.

## Implications for Learning

There is nothing new or radical in these eight elements when taken alone. However, putting them together, and applying them as a unified concept, is new. The concept is based on one key idea, a deceptively simple one: the systematic weaving of student responses into the fabric of instruction. Student response is the key. Each of the other elements derives from, and is dependent upon, student response.

When the eight principles of instructional systems development are applied to any media, instruction becomes the two-way communication process. It must be if learning is to take place. Continuous and concurrent feedback (knowledge-of-results) is given to both the student and to the system (instructor, teaching machine, computer, curriculum developer), thus creating a Closed Loop system. The principles can be applied to all means of communication, visual and aural.

A training system demands more than just the passive exchange of information, because feedback and knowledge-of-results include acting upon and reacting to the information. In effect, an instructional system is a self-regulatory mechanism, in which the information loops control behavior of the student and the system (instructor, teaching machine, computer). Both the student and the system are in a cause-and-effect relationship to each other. Both are dependent upon the other for information as to how well each is performing and consequently, what each must do next.

Moreover, because of the enforced participation in the learning process, through performance of the desired behavior, each student is actively involved. Thus, all media (books, slides, films, lectures, and television) are something more than just means of displaying or disseminating information. Instead, all media become means of directing and selectively controlling meaningful individual learning activity. The application of the principles of systems development to the different media is changing the old concepts of those media.

## The Development Process

There are essentially four phases to the instructional systems development process:

1. Specify system objectives.
2. Developing the preliminary system design.
3. Developing, testing, and revising the system.
4. Installing and field testing the system.

There is a great deal of similarity between training systems development and the development cycle followed when designing and producing an automobile. A brief description of the steps involved in developing a new model car will illustrate the parallel processes. The first decisions to be made are concerned with establishing the development goals--the features the car is to have that are different from the old model. The demand for improvement and change, of course, comes from the customers. They want a better product. For instance, they may want a more powerful engine, more comfortable seats, and a new exterior design. However, before the customers' desires can be accepted as the development goals, there has to be a feasibility study. Is it going to be practical to develop what the customer wants? Is there enough demand for the changes? How much will the changes cost? How long will it take to make the changes? Will the customer be willing to pay the added cost?

Once the changes are judged feasible, the engineers can then set about drawing explicitly detailed objectives. Specific performance criteria have to be established, such as 300 brake-horsepower at 3500 R.P.M., engine operating temperature of 165 degrees, guaranteed engine life of five years. The criteria established at the beginning of the development cycle will be used later to judge performance. Next, the preliminary design specifications are drawn up, and decisions are made as to how to make the engine more powerful, how to make the seats more comfortable, and what changes will be made in the external design. The engineers than draw up elaborate blue-prints that specify and describe every part and every detail of the entire system.

The next step is the actual development and testing of each of the component parts of the system. When the new and more powerful engine has been built, it is tested to see if it comes up to specifications, if it meets the objectives set for it. The seats are tried out to see if they are more comfortable, and the exterior design may even be tried out on potential customers. As each of the component parts of the entire system is produced, it is tested to see if it comes up to the performance specifications. If the engine does not perform as hoped, it is back to the drawing boards for revision of the design; then the engine is rebuilt and retested. So revising and retesting go on until the engine meets the criteria laid out earlier. The same thing may happen with the seat; it is tested and, if necessary, revised and retested. If sample customers do not like the exterior, it will be revised until it does satisfy.

Eventually, the complete car, with all its component parts, must be tested as a unit, the new parts with the old, because even components used in previous model cars may not work in combination with the new. So, the car is taken to the test track and driven under varying conditions, while careful note is made of its performance in relation to the objectives set out for it in the very beginning of the development cycle. Deficiencies that show up are taken care of by redesigning and reworking the deficient components. The final and perhaps most important test is given the new model when the customers use it on the highway. Thus, the final revisions of the new car are based on the customers' experience with it.

The development cycle for a training system closely parallels that described above. The instructional systems designer must go through almost the same sequence of events as the new car designer. Just as in new car design, the first step in the instructional design process is to conduct a feasibility study. However, in this case, the customers are the potential employers. What are the needs of the job market? What kinds of skills are needed? What does the employer want in a new employee? Is the training for certain jobs practical? Will it take too long? Will it be too expensive? These are the kinds of questions that must be answered in the feasibility study.

Once the decision has been made that a certain training course is desirable and feasible, the next step is to conduct a task analysis to determine the kinds of performance, the knowledge and skills, and standards of performance required by the job. Armed with this information, the systems designer can then develop the training objectives--that is, explicit statements of what the student must be able to do when he completes the training. Both terminal and interim objectives are needed to specify the behaviors, the conditions and the standards of performance required to complete the training.

Next, the designer must develop the criterion testing devices that will be used initially to help determine the validity of the training objectives and used later to measure the effectiveness of the training system itself. Both the individual lessons and the entire system are pre-tested against the stated objectives. The criterion test is a performance test that calls for the application of the knowledge and skills learned in the course. The items in the test are derived directly from the objectives, with at least one item for each of the training objectives.

The next step is to validate the criterion test by giving it to trained and untrained sample populations to determine its reliability and validity. If the majority of the untrained sample respond correctly to a particular item, that item probably does not belong in the instructional sequence. In contrast, if the majority of the trained population does not respond correctly to a particular item, then the validity and realiability of that item is suspect. The analysis of the test data is concerned primarily with perfecting the test as a measuring instrument.

This same test data are next used to validate the training objectives themselves. The same reasoning is applied when assessing the objectives. Where the untrained population can respond correctly to an item, there is probably no need to include its companion objective in the course. Similarly, if the trained population cannot respond correctly to a particular item on the test, then probably that objective is not needed in the course because the trained worker can get along on the job without that knowledge or skill. Thus, by giving the criterion test to trained and untrained samples, the test itself is validated and the training objectives from which the criterion test items are derived are also validated. At this point, the initial design phase has been completed, and the objectives of the system have been clearly laid out.

Following the preliminary design stage, the detailed blueprints for the training course are next laid out. First, the course material and content are outlined. Once the content sequence is outlined, the next step is to develop the learning strategies. The special set of conditions for each kind of learning must be specified, and the decisions on media, method, and materials must be made at this point.

Using the blue-print for instruction developed in the preceding stages, the designer then begins to develop the instructional units (lessons). As each lesson is produced, it is tried out on three to five sample students, who are then given that portion of the criterion test that applies. The testing is needed not to assess student achievement but to evaluate the effectiveness of the instruction, to validate the learning units. If deficiencies show up, as indicated by poor performance, the lessons are redesigned by resequencing and adopting new learning strategies. The lesson is then revised and retested, using a sample of about ten students. Once again, based on the results with the ten students, the designer will probably have to revise the lesson. If he is reasonably confident of the material at this point, the designer should then give the lesson to at least 30 students. A goal that is often specified is to have 85 per cent of the sample reach the criterion set out in each objective for the lesson. If 85 per cent of the 30 students do meet the standards specified by the objectives, the designer can be reasonably sure that 85 per cent of future students will also be able to reach the criterion (unless there is a significant change in student characteristics). After a final revision based on this last evaluation, the lesson is considered validated. The same development cycle of develop, test, revise, and retest is followed for each of the lessons in the course.

Finally, the entire system has to be validated; all the lessons in combination have to be tested against a population of at least 30 students. Again, the goal is for 85 per cent of the sample population to attain the

the objectives. If the goal is not reached, there would have to be some further revision and retesting. However, at this stage in the development process, there usually is a good chance for each lesson to reach 85 per cent the first time.

After completing the testing cycle, the designer is reasonably sure of the success of his system. However, there is one further test to be faced. It is then time to implement and to field test the system under actual classroom conditions with the regular instructional staff conducting the instruction. This, of course, calls for the development of lesson plans, demonstration of the system, and instructor training. Once again, the results of end-of-lesson, end-of-unit, and end-of-course criterion tests are used to evaluate the system. There may still be need for some revision based on the results of classroom experience. Actually, an instructional system is never complete, because it is a dynamic process, not a static product. Objectives may change as job content changes. Instructional sequence and strategy may have to be changed because the student population may change. An instructional system by its very nature involves continuing and concurrent reassessment of the efficiency and effectiveness of the instruction based on the analysis criterion test results.

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# HARDWARE AND SOFTWARE
# TO ACHIEVE
# CAREER AWARENESS, EXPLORATION, PROFICIENCY
# AND IMPLEMENTATION IN CORRECTIONS

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Hardware (record players, videotape recorders, slide projectors, teaching machines, movie projectors, TV sets, radios and the like) available to career educators abounds. Software (records, tapes, slides, programmed teaching units, films, books) to be used on the hardware is sadly lacking. There is a general lack of software in adult career education. Software for adult career education in correctional settings hardly exists. For years we have fallen back on printed materials prepared primarily for elementary and secondary school children. "It's not really the best piece for adults, but it'll do," is the attitude. While this situation will no doubt improve as more funds are injected into the system, for the time being at least, it will be necessary to improvise, adapt, and compromise.

Use of instructional materials will depend to a great extent upon the particular situation: the materials available or are apt to obtain; the setting in which you work; operational and physical changes you can realistically hope to implement; the budget you have to work with; the capacity and potential of your participants; your own strengths or weaknesses as a teacher and organizer of learning. This paper will offer a few general statements concerning the role of instructional materials in the learning process and some basic references and source points for further exploring the acquisition and use of materials in adult career education programs.

One of the toughest adjustments a released prisoner faces is getting a job...any job, much less a good paying, satisfying one. The stigma of prison closes off career choice to many, no matter how "rehabilitated" the returnee is. The world of work is changing so rapidly that many of the jobs of today did not exist ten years ago. An understanding of what is going on in jobs is difficult for those who are free and roaming about, and much more so for those who are incarcerated and do not have access to daily job exposure.

One of the most demoralizing things we can do in career education of inmates is to raise expectation levels beyond realization points. If we offer traditional adult career information, extolling the virtues of "choice" of profession or job, ticking off the job clusters, exposing the student to variety and excitement and "that great big wonderful world of work," we are just asking for trouble. Above all else, in career education in corrections, we must be truthful, believable and realistic. We must not promise more than we can deliver.

In career education in corrections we must deal with specific, realizable goals; with information that will help the returnee in the most practical way to earn a living and continue the rehabilitation process. This means the very character of a career education program; the content offered, and the way in which it is presented, are very important. The program must be, above all, real.

"One picture is worth a thousand words."
"Seeing is believing."

In correctional education programs, these trite and not always accurate statements may just have very great meaning. Through the use of audiovisuals we have the opportunity to bring to inmates graphic pictures of what might be available to them when they are released. We can talk about a job, write about it, even teach it in practical terms with a hands-on approach. But for all practical purposes, this still does not really give the learner a clear picture of what the work environment will be like; of the types of people they will be working next to; of the community into which they will be thrust.

Through the use of carefully prepared audiovisuals, we can show him or her what he or she might expect. But a caution! Most media producers have a tendency to take the prettiest pictures; to show the best working conditioners; the ideal setting. Our depictions of the "average" family or father, the "typical" teenager or office worker, can be, and have been, very misleading, to say the least. A look at some of the more popular "typical" and "average" TV series in past years can attest to this: "Julia," "Father Knows Best," "My Three Sons." They are about as far removed from reality for most of us as anything can be. Fortunately, more recently, some series are starting to deal with more realistic and difficult problems: "The Bold Ones," "Medical Center," "All in the Family."

In preparing audiovisuals for correctional programs, it is absolutely essential to be realistic and not just idealistic. The bad and the tough must be shown with the good and the soft. A careful balance of reality and actuality; the troubles and problems a returnee can face must be shown along with that possibility of a brighter tomorrow.

Immediately available in many correctional institutions is a broad range of useful media. Television, radio, closed circuit speaker systems, telephones, record players, slide and film projectors, teaching machines, and internal newspapers and magazines can be found in many settings. The hardware is there, however, we have done a pretty poor job of using it.

Several factors have combined to prevent greater use of these tools:

- The sheer complexity of some media systems.

- The high cost of basic software production.

- The lack of trained specialists to creatively and effectively use the equipment.

- The failure of the correctional system to conduct adequate research in the educational applications of the new technology.

- The lack of communication among those whose cooperation is essential if the full potential of audiovisuals is to be realized...educators, communicators and correctional officials. Unfortunate though his lack of communication has been it is not entirely surprising. Correctional educators seldom have adequate communications expertise; professional communicators seldom know much about correctional education; and corrections officials are struggling to avoid new and more horrible Attica's.

- And possibly the most alarming, the reliance of many correctional educators on outdated traditional learning systems.

Clearly, the creative and effective utilization of audiovisuals as a means of meeting unfulfilled educational needs cannot be completely achieved until these obstacles are overcome. Equally clear is the fact that the stakes are entirely too high to permit these obstacles to prevent more effective utilization of the new technology.

At best, things are bleak. We have really done a very poor job of utilizing to full advantage those systems we now have available--and we are hardly prepared to handle new systems as they are introduced. In adult career education we are just crawling insofar as our use of technology is concerned. We are so steeped in traditional methodology and technique that our effectiveness is very seriously questioned by both the public and the establishment.

There may be a few good materials available--but so few we should be ashamed. Survey the print media field. We still depend upon elementary and secondary level retreads and standards. Design concepts are juvenile--so called "real life" situations are so contrived as to be amusing. Find one TV or radio series especially designed for correctional use you could use on your internal distribution system to advantage. There are none. Programmed instructional systems are rapidly losing favor--they do no better a job of motivating and interesting most participants than the retread printed materials have done. Technologically we have missed the boat.

A pretty negative picture so far. Is there a way out? Can we create new learning systems that embrace the use of modern technology and media? A resounding "YES," if we are ready to rethink our traditional position regarding out teaching methods. TV and radio programs regularly broadcast on commercial and public stations can be valuable teaching tools. "Marcus Welby, M.D." or "The Bold Ones" would serve as fine springboards for a discussion of health careers. Archie Bunker could help us examine attitudes toward work. Even the daytime soap operas can stimulate discussion about human relations problems. Record players, audio tapes, slides, filmstrips, photographs, newspapers, magazines, and telephone can play important roles in bringing reality and practicality to our classes. They can supplement and enrich the learning situation. They can become dynamic tools in the total learning process. Of course we should create new systems that satisfy our special needs, but we must start by using those systems available to us now.

Hardware is only as good as the software that accompanies it and hardware is of little value if it sits in the corner unused. Select systems on the basis of the learning needs of your people, the quality of the software available, and the extent to which you can use the system. Obviously, it is better to have simple, easily utilized systems that are truly used than to have complex and sophisticated ones that sit idle.

As is true in almost any learning situation, use of audiovisual and multimedia materials and methods is only as good as the person using them. Poor systems used by a highly skilled teacher can be effective and stimulating. Superior systems used by a poor teacher can be deadly dull and useless. Good systems used by good teachers can be some of the most effective methods of teaching we have yet devised. Superior audiovisuals and materials cannot "save" the poorly prepared teacher. But a combination of a well prepared teacher using good materials can truly motivate and "turn on" most learners.

Do not expect materials, audiovisuals, media to solve all problems of learning. Look upon them as tools in the process, not as cure-alls. A sound knowledge of these resources and an awareness of how they can be used effectively within the general learning framework can assist in achieving the goal of providing a highly personal and individual format for each and every learner.

When dealing with the educationally disadvantaged there can be no hard and fast rules established as to which media, materials or systems are "best." But there is one pitfall to be carefully avoided. . . the all or nothing" approach. Too often we have a tendency to rely upon one technique or system to serve all participants. If we are truly going to satisfy individual differences and provide for all types of learners, we must offer as many different types of learning systems as possible. One person may learn best without exposure to any technological system while others might learn best from TV or teaching machines or computers.

Ideally our library should include teaching machines, computer assisted units, helical scan TV record and playback systems, audio and visual cassettes, overhead projectors, audio tape recorders, slide projectors, books, magazines, film strips, charts, posters, maps, newspapers, catalogs, phonographs, comic books, and art materials. The greater variety of systems and materials, the better the chance of satisfying individual needs.

On the whole, our audience is interested in highly practical information. Abstract intellectualization and long-range planning with no specific target in mind can quickly turn them off. They want solutions; immediately useful answers. Instruction placed in the context of real situations, in the context of coping with one's life and surroundings, has a better the chance of having some effect on the learner.

The learning setting should be as varied as the materials it houses. A good learning center is not just a formal area with tables, chairs, shelves, viewing rooms, and carrels. It should, whenever possible, include informal areas; a kitchen, a living room, comfortable study areas with upholstered furniture groupings, small rooms with easy chairs, and study areas for individual work. It can also include mobile units that can be taken to the learner. We need not always ask the learner to come to us.

We should, in selecting materials, constantly ask "Is this material adult-oriented?" "Is it appropriate for my particular group?" "Is it relevant to their needs?" The following list of criteria for the evaluation of adult career education materials is useful:

1. Is the subject matter of the material oriented to adult interests and experience?

2. Is the physical format (illustrations, typography, other graphic design) of the material appropriate for an adult user?

3. Does the material deal with real life situations: homemaking, earning a living, sensible consumption, personal and social problems?

4. Does the material convey sound and worthwhile information which will encourage the user to try this method of information seeking again?

5. Does the material seek to produce positive effects, such as building a stronger self-image, increasing understanding, broadening horizons and stimulating continued learning and self-improvement?

6. Is the content of the material relevant to the reality perceptions, life style and social situation of the undereducated adult?

7. If the material has a strong urban or ethnic identification, can it be accepted by or adapted to a rural audience? Or vice versa?

8. Is the concept development and general style of presentation of the material simple, clear, and direct?

9. How does the material fit into the developmental skill levels of an adult basic education program? Beginning? Intermediate? Advanced?

10. Does the material allow entry by the learner at different levels of performance and sequential development from that point?

11. Can the material be related to other materials used in your program and effectively integrated with such other materials?

12. Does the material contain self-pacing devices that recognize indi-

vidual differences and allow for satisfaction from achievement by the learner?

13. Can the material be utilized to meet the particular needs of special students in special situations? Does it lend itself to individualized application?

14. Does the material include learning aids, such as teacher and student guides, workbooks, worksheets, and graphic matter which actually facilitate the process? Are these practical, properly maneuverable, and adapted to independent use at home?

15. What is the best application of the material: Teaching resource? Instructional content? Supplementary reading? A combination of these?

16. Can the material be incorporated intact into your program or does it require adaptation? How much and what kind of modification?

17. Is this material readily available at a reasonable cost?

Some of the most effective teaching materials are often those we think of least. Among the best "texts" are the Sears or Montgomery Ward catalogs. Here, embodied in one book, are exercises in filling out forms, mathematics, reading, comprehension, vacabulary, and identification of information; a broad curriculum in preparing for almost any career. And one of the best features of the book is that it is free and is constantly updated.

Other good materials are readily available. The University Cooperative Extension Services offers many fine pamphlets and bulletins. Most rural weekly newspapers are written at a very low vocabulary and comprehension level--usually 4th to 6th grade equivalency. Comic books can help some people learn about jobs. "Photoplay," "Life," "Sport," and other magazines can be useful.

Almost any medium that will hold the interest of the participant and get the point across is fair game. Of course you will find that different materials will appeal to different people. Above all, offer a broad variety of materials. Have many books around available for the taking. Magazines, newspapers, and materials of all kinds should be available for use at any time. Encourage your people to take materials with them for use outside in the learning center.

The National Mult-Media Materials Center for Adult Basic Education has been established at Montclair State College, New Jersey, with a media center located at Federal City College, Washington, D.C. This center can be of value in locating and assessing the value of Career Education materials in a variety of fields. The center lists bibliographies as well as basic source materials.

A set of locater cards and abstracts is one file in the office of each State Director of Adult Education, in the office of each Adult Education Regional Program Officer, and at some selected universities. You can also write directly to the center to obtain catalogs and service information.

The following annotated and consolidated listing of bibliographies may be useful as you consider acquisition of a general library and materials center. The bibliographies listed have often been compiled from the same sources. They contain overlapping categories and duplicate entries. However, they are included because they may offer access to needed materials not recorded elsewhere by reason of their special purpose, arrangement, or date of publication. This is not a comprehensive compilation--it includes only selected entries.

Berdrown, John, comp. Bibliography: Curriculum materials for adult basic education. Springfield, Illinois: Office of Superintendent of Public Instruction, Department of Adult Education, n.d.
A curriculum materials guide intended mainly for teachers and administrators. Arranged by the typical program subject areas, first by materials for instructional use and then by materials for supplementary use. Films, filmstrips and other useful hardware are also listed.

Lander, Muriel, comp. Bibliography of free and inexpensive materials for use in adult basic education classes. Union, New Jersey: Adult Education Resource Center, Newark State College, n.d.
Intended for comprehensive use in Skills, Training, High School Equivalency and GED classes and includes material at all levels of performance. Entries are arranged by title under eight subject headings. Very brief annotations and no definite stipulation of the readability level of each item. Heavy pamphlets and government publications.

National University Extension Association. Bibliography - Materials for the adult basic education student. Washington, D.C.: U.S. Office of Education, Adult Education Branch, 1968.
This list is strictly confined to adult oriented materials. It is arranged under six inclusive categories: Communications Skills, Computation Skills, Social Studies, World of Work, Individual and Family Development, Materials for Spanish Speaking. The first three skills sections are divided into programmed and combination programmed/non-programmed media. A useful summary of programmed instruction techniques and a set of succinctly stated criteria for selection of materials are included. The annotations stress application to instructional needs.

National University Extension Association. Educational technology: Preparation and use in adult basic education programs. Washington: U.S. Office of Education, Adult Education, 1967.

Manual to guide administrators and instructors on the application of new hardware in learning situations. Covers general discussion of role and training technicians in use of the technologies and then gives a detailed description of several media: Video and Audio Tape Recording, Programmed Learning, Teaching Machines, CAI, 8 mm movie film and film loops, overhead projectors, and telelectures. A comprehensive bibliography covering various phases of educational technology concludes the presentation.

New Jersey Library Association Human Relations Committee. Library service to the disadvantaged. A selected list, revised. Trenton: New Jersey State Library, Public and School Library Service Bureau, 1969.

List books, pamphlets, and periodical articles on this subject. The list is divided into sections: 1) What has been done, 2) What can and needs to be done, 3) What can be used, and 4) To gain understanding. Annotated to indicate the relevance and utility of the material to this problem.

Ohio State Library. Books/jobs project: Core list and books/jobs project: Supplementary list. Columbus: Ohio State Library, 1968.

A broad, but selective list of printed and audiovisual materials in the fields of human relations, vocational information and basic education. Arranged by author under those headings. Annotations briefly describe content and usually designate the proper reading level and also distinguishes background items suitable for professional training.

Utah State Board of Education. Adult Education Services. Adult basic education instructional materials guide. Salt Lake City: Utah State Board of Education, 1969.

A comprehensive guide to a broad variety of ABE materials including audiovisual instructional units.

Watt, L.B. & Murphy, S.B. Comp. ABE: A bibliography from the educational materials center. Washington: U.S. Government Printing Office, n.d.

An abbreviated, selective bibliography largely devoted to the instructional texts series in combined and eight single curriculum areas. Minimal annotation but full bibliographic description. Single curricular fields are: English Language and Literature, Guidance Services, Health, Industrial Arts and Vocational Education, Mathematics, Religion, Science, and Social Studies.

Wyoming Department of Education, Division of Vocational-Technical Education, Adult Basic Education. Adult basic education: A bibliography of materials. Reproduction of a bibliography prepared by Kalamazoo, Michigan Public Library Adult Reading Center, Marion Spencer, ed. Cheyenne: Wyoming Department of Education, n.d.

An annotated bibliography of curriculum materials, machines, equipment, and professional guidance literature designed for instructors and students. Arranged into 38 sections by curricular subject area, media form, program function. An author, title, and publisher index to contents is provided. Useful because of the comprehensive range of its coverage.

Rural Family Development. The RFD Bibliography. Limited printing. Madison, Wisconsin: Rural Family Development, n.d.

Annotated with limited judgements made regarding usefulness of materials in relation to RFD project specifically. While these judgements may not be especially relevant to your own situation, there may be some value in reading them and using them once you have some idea of their broad context.

There are a number of other publications which can be used to develop multimedia programs:

Audio Visual Instruction: Media and Methods by Brown, Lewis and Harcleroad, McGraw Hill, New York, New York

Audio Visual Marketplace, Bowker Publications, P.O. Box 2017, Ann Arbor, Michigan 48106

Audio Visual Methods in Teaching by Edgar Dale, Dryden Press, New York, New York

Developing Multi Media Libraries by Warren B. Hicks, R.R. Bowker Co., New York, New York

Educational Broadcasting Magazine, 825 S. Barrington Avenue, Los Angeles, California 90049

Educational and Industrial Television Magazine, 607 Main Street, Ridgefield, Connecticut 06877

Educational/Instructional Broadcasting Magazine, 647 N. Sepulveda Boulevard, Los Angeles, California 90049

Educational Television Magazine, 607 Main Street, Ridgefield, Connecticut 06877

Standards for School Media Program, National Education Association, Washington, D.C.

Teaching and Media: A Systematic Approach by Gerlach and Ely, Prentice Hall, Englewood Cliffs, New Jersey

The Teacher and Overhead Projection by Morton J. Schultz, Prentice Hall, Englewood Cliffs, New Jersey

Audio Visual Directory, the National Audio Visual Association, Evanston, Illinois.

It would be an almost impossible task to list here all of the materials that might be used by an adult career education program. The following selected specific references are especially useful:

Executive Office of the President, Office of Budget and Management. Catalog of federal domestic assistance. Washington: U. S. Government Printing Office. $7.25.

Hoyt, K., Evans, R., Mackin, E., & Mangum, G. Career education: What it is and how to do it. Salt Lake City: Olympus Publishing Co., 1972.

Kinsinger, R. E. (Ed.). Health technicians: Career opportunities for technicians and specialists. Chicago: J. G. Ferguson, 1970.

Law, G. (Ed.). Contemporary concepts in vocational education: First yearbook of the American vocational association. Washington: American Vocational Association, 1971.

Manpower Administration. Manpower magazine. Washington: U. S. Government Printing Office. $5.50/yr.

Reissman, F. New strategies against poverty. New York: Random House, 1969.

U. S. Department of Labor. Monthly labor review. Washington: U. S. Government Printing Office. $9.00/yr.

U. S. Department of Labor. Occupational outlook handbook (1972-73 ed.). Washington: U. S. Government Printing Office. $6.25.

U. S. Department of Labor. Occupational outlook quarterly. Washington: U. S. Government Printing Office. $1.50/yr.

Work in America: Report of a special task force to the secretary of health, education, and welfare. Washington: Department of Health, Education, and Welfare, 1972.

Select materials carefully; plan programs realistically; be factual, realistic, and believable; use what exists first; tell it like it is. With these basic thoughts in mind you can take the first step toward developing a truly useful career education program in the correctional setting.

## References

Burroughs, G. E. Evaluation in fundamental education. In F. Lanning and W. Manny (Eds.), Basic education for the disadvantaged adult: Theory and practice. Boston: Houghton-Mifflin, 1966.

Frank, B. Career education in corrections. In T. A. Ryan (Ed.), Career education in corrections: Proceedings of a national work conference. Honolulu: Education Research and Development Center, University of Hawaii, 1972.

Frank, B. Hardware and software for adult basic education. In T. A. Ryan (Ed.), Education for adults in correctional institutions: A book of readings. Honolulu: Education Research and Development Center, University of Hawaii, 1974.

Frank, B. Materials and technology for adult basic education in corrections. In T. A. Ryan (Ed.), Adult education in correctional settings: A book of readings. Honolulu: Education Research and Development Center, University of Hawaii, 1973.

Haggstrom, W. C. Poverty and adult education. In F. Lanning and W. Manny (Eds.), Basic education for the disadvantaged adult: Theory and practice. Boston: Houghton-Mifflin, 1966.

Kern, E. A good revolution goes on sale. Life, October 6, 1970.

Rural Family Development. First year report. Unpublished report. Madison: The University of Wisconsin, 1970.

Rural Family Development. Design of a library component in the rural family development (RFD) adult basic education demonstration project, 1969-72. Madison: The University of Wisconsin, 1970.

Ulmer, C. Teaching the disadvantaged adult. Washington: National Association for Public School Adult Education, 1969.

Viewpoints. Television/Radio Age, November 1970.

Wisconsin Governor's Commission on Education. Final report: A forward look. Madison: Governor's Commission on Education, 1970.

# DEVELOPING A UNIPACK

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The unipack or unit package is one of the means of individualizing instruction. It allows the teacher maximum flexibility in planning and organizing instructional activities and lends itself ideally to a variety of teacher-learner strategies. The term unipack, in its broadest sense, could be compared with a segment of instruction similar to a unit. This broader treatment of subject matter might necessitate diversified methodology and contain an unspecified number of lessons. Unipacks, unlike media-packs, are primarily made up of software, but may utilize audiovisual materials to increase total effectiveness.

Although the unipack idea is, in many ways, similar to the media pack concept, it is broader in scope and is built around a group of interrelated ideas and activities. The unipack can easily be adapted to small group and large group situations. Teachers should be encouraged to adapt instructional techniques as needed.

This portion of the paper is designed to acquaint teachers with specific guidelines and procedures for developing a unipack. It concerns the planning stage of instructional design and is not concerned with the production or utilization of media. Therefore it is prepared in the format of a unipack and contains examples of media pack materials. It is merely an attempt to explain how one might go about developing a learning module for individualized instruction.

## Contents of a Unipack

The table of contents is usually included in the format of a unipack; however, some individuals may choose to omit it. It gives the teacher and the learner a better picture of how the contents of the packet are organized:

I. Teacher's Packet

   A. Identifying Information

   B. Major Concepts and Sub-Concepts

   C. Behavioral Objectives

   D. Teaching Guidelines

   E. Related References

II. Student's Packet

- A. Directions and Guidelines
- B. Behavioral Objectives
- C. Pre-test
- D. Lessons
- E. Post-test
- F. Quest Activities
- G. Student Evaluation

Teacher's Packet

Information in this section should make it possible for the teacher to implement instruction. It is absolutely necessary to clearly understand what is to be done and how it will be accomplished.

Identifying Information. Include any information that will clarify how the packet should be used. This usually includes title of the unipack, subject field, student performance level, and school or program.

Concepts: Major concept. A unipack is a self-contained teaching-learning package designed to teach a single concept or idea and structured for individual use in a continuous progress school program.

Concepts: Sub-concepts. The unipack is most effectively used in an instructional setting which includes concept-centered curricula, team teaching, flexible scheduling, independent study, and continuous progress.

The unipack includes a statement of a major concept (primary idea), sub-concepts (secondary ideas), behavioral objectives, a pre-test, sequential and diversified learning activities, multi-level content, depth opportunities, post-test, evaluation of materials, teaching suggestions, and identifying information.

The unipack idea lends itself ideally to multiple learning strategies and need not be restricted to the self-tutorial pattern. The lessons are sequential and based on the teacher's determination of optimum learning strategies. The unipack is an ordered arrangement of a major concept and several related sub-concepts. Together they describe the scope and sequence of the learning experience. Feedback from students and teachers will determine further utilization of the unipack. Instructions for teachers and learners are required.

Behavioral Objectives. Objectives must be written in behavioral terms and should include the procedures outlined by Robert Mager in Preparing Instructional Objectives. For example,

1. Given two different examples of prepared unipacks, the learner will be able to evaluate the appropriateness of each.

2. The learner will be able to verbally demonstrate understanding of the term unipack.

3. The learner will be able to prepare a unipack which contains the basic (required) components.

Teaching Guidelines. The following should be included:

1. Refer to the course of study and curriculum guide for additional information on using this unipack.

2. Arrange for audiovisual equipment through the learning resources center. Use the standard request form.

Related References. These topics should provide the teacher and/or student with additional information relative to the teaching-learning process. Refer to the card catalog in the learning resources center under the following headings:

Audiovisual Equipment

Curriculum Planning

Individualized Instruction

Instructional Materials

Measurement and Evaluation

Motivation

Objectives

The Learning Process

The Teaching Process

## Students' Packet

The students packet should contain the essential elements discussed earlier. Since the student will be working independently, it is absolutely necessary that it is understood exactly how to interact with the packet.

Pretest. A sample pre-test is as follows:

The following questions are designed to determine your understanding of the unipack concept. It should tell you how much you already know about unipacks. Hopefully, it will indicate to your teacher how this learning might be adapted to your study needs.

Answer the following questions in complete sentences. Use the answer sheet provided. If you are able to answer 90% of the questions correctly, check with the instructor for alternate scheduling. Do your best and good luck!

1. What are the basic elements of a unipack?
2. Define the concept unipack.
3. Explain the purpose of quest activities.
4. Explain the relationship between a major concept and subconcept.

The answers to the pre-test are:

1. Identifying information, major concepts and sub-concepts, behavioral objectives, teaching guidelines, and related references.
2. A unipack is a self-contained set of teaching-learning materials designed to teach a single concept or idea structured for individual study or adaptable to group learning.
3. Quest activities give the learner an opportunity to engage in learning quests beyond the limits of the structured unit.
4. A major concept identifies the purpose of the total learning package in general terms. Sub-concepts are more specific and are a segmented portion of the total concept. They may be expressed as objectives in behavioral terms.

Lessons. The lessons follow the Pre-test. The following guidelines are pertinent to planning and preparing unipack lessons:

1. Lesson number and title

Example:

Lesson I: What is a Unipack?

2. State instructional objective(s)

Examples:

Given the necessary information about a particular content area, the student will be able to formulate in writing at least five sub-concepts for a specific level.

Given a list of elements and distractors, the student will be able to identify all of the components of a unipack as presented in the teacher's packet.

3. Student assignment

Example:

Read the following:

Gagne, R. The Conditions of Learning, Holt, Rinehart and Winston, Inc., 1965. P. 128.

Bloom, B. S. (Ed.). Taxonomy of educational objectives: The classification of educational goals. Handbook I, cognitive domain. David McKay Co., Inc. Pp. 25-43.

4. Related experiences

Now that you have broadened your understanding of the learning process, work on the following activities:

Example:

Using the learning resources center, select a subject area and develop a major concept with five related sub-concepts.

Sign up for a small group session (refer to schedule). Share your preparation with members of the group. Revise and distribute to entire group.

5. Quest activities

a. Write a five-hundred word paper on developing sub-concepts for a unipack.

b. Using the resources in the curriculum library, compare the important features of a unipack with the LAP over LAP learning package.

c. Engage in a quest activity of your own choosing. Clear your topic and plans with the instructor.

Student Evaluation. The student evaluation section should include directions for making the evaluation and a copy of the evaluation form. For example:

> You have completed all of the unipack activities. In order to improve this learning package, please complete the student evaluation form. Your honest judgment will be greatly appreciated.

Student Evaluation Form

| | Satisfactory | Needs Improvement | Unsatisfactory | |
|---|---|---|---|---|
| Pre-test | | | | |
| Concepts | | | | |
| Objectives | | | | |
| Methodology | | | | |
| Content | | | | |
| Student Evaluation | | | | |
| Post-test | | | | |
| Quest Activities | | | | |
| Overall Effectiveness | | | | |
| Overall Rating | | | | |

# EVALUATE

# ADULT CAREER

# EDUCATION SYSTEM

# (7.0)

## Introduction

Evaluation is the most important part of an adult career education program, but often times is not given the importance it requires. Evaluation is necessary to determine the extent to which clients have achieved the goals. Evaluation must take place to determine the effectiveness of the entire program as well as its components. Both long-term and immediate evaluations are necessary, and these are explicitly explained by Hayball in Immediate and Long-Term Evaluation of Career Education in Corrections. Hayball discusses the meaning of, methods for, and instruments for conducting both types of evaluation. In addition, he presents examples of instruments which can be utilized for evaluation purposes.

# IMMEDIATE AND LONG-TERM EVALUATION OF CAREER EDUCATION IN CORRECTIONS

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## Introduction

Educators in America are in the preliminary stages of a major debate over basic changes in education contained in the career education concept. Part of this debate is due to the new idea of the concept and to how it will be implemented. One faction proclaims career education as a powerful tool to "bring relevance to learning for over half the young people in our schools (Smith, 1972, p. 3)," while the other views it as "a sign America has abandoned hope of giving all youngster a chance at a college education (Sacramento Bee, 1972, p. 6)." Educators note the concept appears practical on paper yet many obstacles exist in its implementation. Despite these obstacles, the problems of student dissatisfaction with education, the need for practical curricular revision, and the rapidly changing skill requirements of the American economy, appear to demand reform or reshaping of much of American education (Deegan, Elmgren, Johnson, & Ray, 1973).

Many educators in the correctional field as well as other members of the correctional team are now being evaluated on the effectiveness of the academic education, vocational training, on-the-job training, and work experience programs for the client. These programs, in coordination with other treatment programs in the correctional institutions comprise the career educational thrust for the client. The purpose of this paper is to determine what long-term effects and immediate effects this thrust has upon the client, and to consider a method of accomplishment.

## Long-Term Evaluation

### Meaning of Long-term Evaluation

Long-term evaluation essentially is the process of finding out the long-range or long-term effects career education has upon the student, trainee, or offender. This evaluation is accomplished by gathering data related to the implementation of the goals of career education on a continuing long-term basis after the client has completed the program. Long-term evaluation, too, is critically concerned with the utilization of the data by decision makers in the development, implementation and improvement of the career education thrust in institutions in order that the goals of career education might be attained.

Career education in a correctional setting has five primary goals. These goals and their attainment are necessary to prepare and return the offender to the community as a productive, law-abiding, concerned citizen and taxpayer equipped to participate in community, to rejoin his or her family, and to find and keep a meaningful job, and attain self-fulfillment.

The first goal is to develop employability skills. Here, the accent is upon attaining a level of employability in a current skill. Obviously, the training or attaining of a skill in a declining, dormant or obsolete occupation is not the intent of this goal. Correctional institutions nationwide, for the most part, still retain many such offender dead-end work assignments including runners, tier tenders, clerical, car wash, and cell block janitors. This goal is also concerned with the attainment of supplementary training for those offenders arriving with a limited skill.

The second goal is to develop good work attitudes and values. The offender or the employee from the community who lacks acceptable attitudes and values toward his job, his supervisor, parole agent, fellow employees, his family and community, and towards himself will experience bitter difficulty if not sudden failure. Labor and management leaders continue to point out the fact that most employees are discharged not for lack of skill, but for attitudes unacceptable to the employer. Attitudes include, but are not limited to, the factors of adaptability, conduct, cooperation, dependability, stability, effort, and initiative. The values of being gainfully employed, having a family, a place in the community, of being self-sufficient, and of being productive are certainly remote for some clients until they have prepared themselves for these experiences and until they actually go forth and become a part of the world of work.

The third goal concerns the development of decision-making skills. The usual incarceration experience is not conducive to client decision-making and this goal is difficult to realize. Seldom does a client really participate in major decisions regarding his program of work, training, or education. He has to start making decisions no matter how small they may be. The decision to accept or seek employment in the area of his training is an example of a major decision. Many clients will accept any job in order to go to parole. However, preliminary studies in California indicate difficulty in breaking into crafts in which the offender has had training once on parole and employed in unrelated jobs.

The fourth goal is to foster self-fulfillment. Some examples of this goal are: being gainfully employed in an interesting job with a future, being economically independent, having a family, a home, a favorable status on the job and in the community, having favorable esteem from your peers, having a vocational interest or hobby, and seeking new goals for a better life.

The final goal is to develop social skills. This means family participation, having friends, and participating in community functions with your neighbors. These goals serve as the target for the long-term evaluation process.

## Kinds of Long-term Evaluation

There are two types of long-term evaluation processes. First, there is that follow-up inside the correctional institution or correctional setting while the offender or client is still under corrections jurisdiction. In those states with the indeterminate sentence, this evaluation to some degree is accomplished by work and training reports made by faculty and foreman, as well as the pre-board and post-board program modification reports. The second type of long-term evaluation is the follow-up conducted after the client is released from correctional jurisdiction.

## Importance of Long-term Evaluation

Throughout the United States corrections receive 2.5 million new offenders each year, and one billion dollars is spent each year in maintaining correctional institutions (Chamber of Commerce of the United States, 1972). In addition to this waste of human life and costly investment of time and money, it is easy to see why the American public is becoming increasingly concerned with corrections and the criminal justice system. What is it doing, why, and how effective is it? Some correctional institutions and systems are being asked to deliver evaluative reports to their legislatures and to the public on the cost-effectiveness of their programs. In addition to the previously mentioned concern, putting the importance of long-range evaluation high on the decision-makers priority list, there is the responsibility corrections has for preparing the client for successful release to the community. Long-term evaluation of career education through careful study of how the goals of career education were implemented, both during the clients incarceration period and after release, may provide the focus needed by corrections in directing future correctional efforts. It is of grave importance, too, for the correctional team to know the success rate of the client in the community, what efforts were successful, and what efforts, or lack of some, were not successful.

## Conducting Long-Term Evaluation

## Methods Considered

In a review of the literature, an attempt was made to consider only those methods of evaluation that have been used in follow-up study after the client has completed the program. Probably the most classic method is the questionnaire/survey method. This is a follow-up action attempting to find out the impact or effect of a given experience on the recipient. A classic study made by Mueller (1929) encompassed a vocational and socio-educational survey of graduates and non-graduates of twenty-six small high schools of New England. Mueller gathered data on the occupations of the graduates and non-graduates, compared high school marks with reference to occupational choice, considered migration patterns of the students, size of family, extra-curricular activities, and relative earning power. Even in 1973 the questionnaire/opinionnaire type survey appears to lend itself well to follow-up, providing of course the location and address of the client are known. Again, in those states with parole programs, more success is possible in gathering follow-up information than in those states without parole supervision.

Another method usually not utilized to advantage is the interview prior to release or an interview conducted with the client informally in the community after release. School and training drop-out studies provide a simple method of obtaining data, and if conducted intelligently, can provide valuable data for program revision consideration.

In California the report on parole progress is utilized. This report has served as the basis for the yearly statewide survey of vocational and industrial training. This report is filled in by the parole officer and includes reports on initial and six months parole adjustment, job placement success and recommendations of the parolee and parole agent for areas of emphasis or modification in the training programs. The follow-up studies made by the California Department of Corrections (the use of Correctional Trade Training), the Draper Project, and the study of vocational programs at Oregon State Penitentiary and Oregon State Correctional Institution utilized the interview method, and all experienced some difficulty in locating clients sampled and in some instances in getting cooperation for interviews.

Probably, more is known about the effects of vocational and industrial training upon the clients than is known about the effects of academic education, recreation, leisure time activities, religion, counseling, or whatever. Few studies have been made evaluating academic education because of the problem of locating clients in a mobile, transient society. Alumni associations gather some information through newsletters and personal contacts as do honor societies. Some records are available at high schools as to transcripts and continuing education plans, however, it appears safe to say that in urban areas the concept of follow-up studies is fragmentary, if it exists at all.

The follow-up studies of academic education in the California Department of Corrections completed by Glossa (1969) utilized another method. Upon release to parole or discharge, the client's educational file and central file were utilized to provide age, achievement level upon entering the academic program in the prison, months in school, and achievement level upon termination to parole or discharge. The data were compiled on I.B.M. cards, a computer program was designed to provide the necessary segments of the report, and the results were shared with the State Correctional Institution, Central Office Staff, and the California Legislature. Here the evaluation concentrated upon determining the grade level progress, measured in months, and then comparing this with actual months the client attended school. This provided a simple method for a cost-effectiveness evaluation.

There are many other sources of information in the community that have not been fully utilized in evaluation institutional career education efforts of clients. Labor/Trade unions, professional societies and organizations, state and federal government offices, licensing and bonding agencies, adult high schools, colleges, universities, technical and vocational training schools are some examples. Care and discretion must be taken in any and all community contacts made regarding the offender. Other methods for consideration include direct-contact with client by telephone, post-card, or friend; interviews and tests prior to release; interviews and tests given in the community; requests received for school or training transcripts from high schools, colleges, universities, vocational technical schools, unions, apprenticeship committees, and employers; and requests made for elementary and high school graduation and completion of training certificates.

New methods of long-term evaluation include the increased use of data banks, job banks, and electronic data processing techniques. The method of gathering data from clients on parole, from the parole agent and from official correctional institution records has not changed essentially. In California the use of job placement coordinators provides clients with jobs in or related to their areas of training and experience. A job matching bank is being developed that will be capable of matching a client with a job or a job with a client.

One new method of evaluating long-term career development which correctional education might consider is contained in the San Diego project, Urban Schools: An Articulated Career Education Project. This project not only provides an orderly transition of students between the K-12 district and the community college, but it utilizes in a unique and practical way the role of the community in general and, in specific, the utilization of advisory committees to provide employment for their students and to advise the school of community needs. In this project early opportunity for work experience at the high school and community college is provided, and the goal of the San Diego Unified School District is to provide every student with a marketable skill upon graduation. As an example, the community places graduates of the high school and community college auto mechanics programs in the auto mechanics industry in the community.

## Instruments Considered

In considering what instrument(s) might be best utilized to conduct long-term evaluation, it is necessary to first analyze what it is the evaluator wants to find out--what does he want to accomplish? From these findings the evaluator can proceed to study the available instruments. The method, intent, instrument(s), and procedure chosen need to be compatible. Specifically in the process of selection of instruments several principles must be considered: How valid and reliable is the instrument under consideration? What about the normative data? Who did the authors standardize the test on, and who was used to develop the norms? How large was the sample and how representative was it?

The five goals of career education certainly challenge the entire range and gamut of available tests, as these goals are vastly broad and complex. Good judgment must prevail if the evaluation is to yield results. Care must also be taken not to mix general abilities tests, achievement tests, performance, interest, and aptitude tests. Some excellent sources are available regarding testing instruments. Buro's, Test in Print, and Buro's Mental Measurement Yearbook are recommended places to start. Science Research Associates, 259 East Erie Street, Chicago, Illinois 60611; California Test Bureau/McGray-Hill, Monterey, California 93940; Psychological Corporation, 304 East 45th Street, New York, New York 10017; and Educational Test Service, 1947 Center Street, Berkeley, California 94704 are additional sources. In order to ascertain what instruments were available that might be appropriate to measure the five career goals, consultation was held with representatives from the California Department of Corrections Research Division, the Departmental Clinical Psychologist, Mr. Hobie Banks, the Testing supervisor of the Northern California Reception Guidance Center, Mr. Hank Forshay, and the Supervisor of Testing and Placement, San Quentin Prison, Mr. Marrin Easley. Some of the available instruments are at the end of this paper.

In many cases in evaluation, the particular elements, abilities, achievements, conditions, feelings, opinions, responses, attitudes and values sought to be measured by the evaluation do no lend themselves to available tests, and the evaluator is forced to construct his own test. Some guidelines for consideration are given. The decision must first be made, and reduced to writing, as to what the evaluator is seeking and what he wants to find out. Everything must direct itself to attaining as high as possible levels of validity and reliability. The form of the instrument should be as simple as possible and should be constructed to provide for a wide range of responses. As an example, to determine whether or not a client is working may not yield the type of information necessary to evaluate the career education goal of developing employability skills. Change of jobs or the temporary unemployment of a client due to economic or technological changes should be reflected in the instrument. The problem is one of trying to design an instrument which will measure the client's responses or reactions as to the effects career education has had on him. In order to do this, the selection of words or terms used must be done with care in order that as many people as possible will understand what was meant by the questions. The design must lend itself to simple, easy ways to record the answer. Simple check boxes or some way of just indicating the answer by checkmark is most desirable and time saving. In summary, try to construct the instrument so that the evaluator will not be forced to make a lot of guesses, assumptions, or judgments because of a poorly constructed instrument.

## Immediate Evaluation

In contrast to long-range or long-term evaluation, immediate evaluation is that evaluation made from data gathered on the client before he enters a career education program and after he terminates or completes the program. These data, all relating to the five goals of career education, fall into two categories; input and output data.

The evaluation made from data gathered before the client enters the program is input evaluation. Here the intent is to measure and evaluate the knowledge, skills, and attitudes of the client in relation to the five goals of career education at the outset of the program. In contrast, output evaluation is concerned with measuring and evaluating the knowledge, skills, and attitudes of the client relative to the five career education goals after he terminates or completes the program.

Provus (1969) defined program evaluation as that process of comparing performance against standards, and emphasized identifying discrepancies between standard and performance and utilizing discrepancies between the goals of career education and the outcomes. It would seem that not only is it important to assess the needs of the client and his present competencies in the five goal areas and his achievements after completing the program, but it is also important and necessary to make a comparison as soon as possible between these data to determine discrepancies in the program standards or performance. The process of measuring and evaluating development of attitudes, values, decision-making, skill level or self-fulfillment, and social skills is a complex and difficult process. Thus, the importance of immediate evaluation is seen as a method of road-testing the career education program and of making corrections, changes or modifications without waiting for long-term evaluative studies.

## Method For Input-Output Evaluation

To provide accuracy, validity, and consistency to the input-output evaluation, agreement must be reached as to method. As noted previously, Provus (1969) compared performance with standards and used the resulting discrepancies to modify, or change either the performance or the standards. In career education in corrections, the length of the clients' incarceration covers a wide range. Whatever method is selected it must provide for flexibility to service short, medium, and long-term clients and must have capabilities to assess skills, attitudes, values, and all other goals of career education over a wide range of competencies.

The task then is one of measuring the client's pre and post skills, values, and attitudes, and the client's ability to develop decision-making skills, social skills and self-fulfillment. Some simple but important guidelines to consider for this measurement include the provision for accuracy and consistency in the measurement and interpretation of data. Adequate staff training and ample time to do the measurement must be provided. The validity of the measurement, of course, depends on the accuracy of measurement. As an example, to be valid the assessment of prior skills possessed by the client relating to employability must be more than hearsay or claimed skills. Verification of skill from a previous employer, union, or training acquired from an apprenticeship program or in the military can be verified. It would not be consistent to use a markedly different instrument for post-measurement than was utilized in the pre-measurement.

One of the limiting factors in the measurement and subsequent evaluation is the availability of instruments that are appropriate for measurement of achievement of the goals of career education in corrections. This does not mean there are not instruments available--it does mean that careful consideration must be given to the choice or selection of instruments. Correctional institutions and agencies nationwide have probably been more involved in surveys and follow-up studies of community adjustment of clients than has the private educational sector. However, these surveys and studies have usually concentrated upon job placement and parole adjustment rather than upon the other goals of career education. There are many instruments available for consideration. Among these are the General Aptitude Test Battery for selection of skill training, the Kuder Preference Test, Strong Interest Inventory, Minnesota Paper Form Board Test, Wide Range Aptitude Test, Achievement Test (Stanford, California), Army General Classification Test and Revised Beta for Intelligence, and the Instructional Objectives Exchange Scale (University of California at Los Angeles), to name a few. The cumulative case summary, arrest reports, evaluation of adjustment and competencies made at receiving facilities (guidance centers), school transcripts, training transcripts, and work experience records, too, provide valuable measurement data. Buro's Tests in Print, The Handbook on Formative and Summative Evaluation of Student Learning (Bloom, et al., 1971), The Handbook in Research and Evaluation (Isaac, 1971), The Foundations of Behavioral Research (Kerlinger, 1969), and Conducting Educational Research (Tuckman, 1972) contain descriptions of many instruments for possible consideration.

In considering the construction of an instrument, care should be given to its clarity and simplicity, and to the ease of administering. The wording utilized should be simple and crystal clear to all in order to provide ease in administering and evaluating. Attention should be given to eliminate the need for a lot of writing or typing. Whenever possible, a check sheet-type instrument requiring little clerical effort on the part of the administrator is desirable. This frees the administrator to concentrate upon securing the information needed rather than attempting to interpret some hazy or unclear statements or questions appearing on the instrument. The categories of information on the instrument should be readily adaptable to electronic data processing technology. In the construction, too, care should be given to insure a broad range of replies. Responses regarding the five career goals in corrections probably will require varying degrees of answers, and the instrument must be designed to accommodate these. Some examples of instruments for input-output evaluation are found at the end of this paper.

## Instruments Available for Long-term Evaluation

There are many instruments which have been developed commercially, and which are available for use in long-term evaluation. These instruments have carried data on norming and standardization. In selecting from among the available commercially prepared instruments, it is important to be sure the particular instrument is appropriate for the offender population on which it will be used, and that the instrument will measure achievement of the objectives which have been defined. The following instruments are available through commercial test publishers:

Army General Classification Tests
California Achievement Tests
California Psychological Inventory
California Test of Mental Maturity
Cuppersmith's Test of Self-Esteem
General Educational Development Test
Harris-Gofh Adjective Checklist
Instructional Objective Exchange Scale (UCLA)
Kuder Preference Test
Revised Beta
Stanford Achievement Tests
Strong Interest (Vocational) Inventory
Vocational Development Inventory California Test
    Bureau Attitudes/Motivation
Weschler
Wide Range Aptitude Test

## Conclusions

Evaluation has been defined by the Phi Delta Kappa National Study Committee on Evaluation as the process of delineating, obtaining, and providing useful information for judging decisions alternatives. In career education in corrections, as in other areas of endeavor, the concern is improvement--client improvement--in attaining the five goals of career education. How do we improve if not by the careful delineating and gathering of data relating to implementation of these goals; measuring the data; evaluating the information; and providing this information to decision makers in corrections? Long-term evaluation, although more difficult to understand, will provide the ultimate pay-off for the client. Short-term or immediate evaluation will modify or correct the present programs of career education to better benefit future clients.

Both types of evaluations discussed are necessary and essential. It will be difficult to capture the proper instruments, and new instruments will have to be devised. However, these tasks are not insurmountable. As Dr. Sidney Marland, United States Commissioner of Education has aptly stated, "America's educational efforts are failing, or at least, are not attuned to the realities of our time (Marland, 1971)." The realities of our time, as cited by the National Center for Educational Statistics (1971), also report that in the 1970-71 school year, 850,000 students dropped out of elementary and secondary schools, 750,000 students completed high school without a trade or plans to go to college, and 850,000 college students left without a degree or completing an occupational program. The need for career education in the community is critical as these young people face the complex industrial and societal conditions. Clients from the correctional institutions, too, are critically in need of career education. Proper evaluation will help to insure that these clients attain partially or fully the goals of career education. This is the responsibility of the correctional educator and the correctional team.

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# Career Education Follow-up Form

Date________________________

TO:________________________________

ADDRESS:________________________________

Our long-range career education goal is to assist clients attain a practical, worthwhile career. The only way we can measure if this is occurring is to seek your assistance and response. Please give careful consideration to your replies and, of course, all replies will be held confidential.

**THANK YOU**

1. EMPLOYMENT STATUS

employed in area of skill training ☐

employed in related area ☐

employed in unrelated area ☐

unemployed ☐

2. EMPLOYABILITY SKILLS

my training was adequate and got me a job ☐

my training was inadequate but got me a job ☐

training good, but couldn't get a job ☐

training too inadequate to get a job ☐

3. WORK ATTITUDES

I like work--it's important to me ☐

I work but work isn't everything ☐

I work occasionally. I've other things to do ☐

I do not work. I do not need to work ☐

4. WORK VALUES

Work holds a significant place in my plans and daily life ☐

Work is good, but there are other values, too ☐

Work holds a casual place in my plans and life ☐

Work is not included in my plans or life ☐

5. DECISION-MAKING

I have always been able to make decisions. Some good, some bad, some big, some little ☐

I have learned to make some decisions, but I need more skill, more practice, more success in making decisions ☐

I seem to make poor decisions and have had problems regarding these decisions ☐

I cannot make decisions--at least not big ones and I have to get help to make them ☐

6. SELF-REALIZATION

Below are some elements that usually constitute at lease a part of an individuals level of self-realization. Please circle how your see these elements in your life.

| | | | | | |
|---|---|---|---|---|---|
| A. | Parents | Poor | Fair | Good | Excellent |
| B. | Family | Poor | Fair | Good | Excellent |
| C. | Job | Poor | Fair | Good | Excellent |
| D. | Community status | Poor | Fair | Good | Excellent |
| E. | Peer status | Poor | Fair | Good | Excellent |
| F. | Economically ok | Poor | Fair | Good | Excellent |
| G. | Outside Interests | Poor | Fair | Good | Excellent |

## 7. SOCIAL SKILLS

Here are some areas of social skills. Please rate yourself

| | | | | | |
|---|---|---|---|---|---|
| A. | Ability to get along with myself | Poor | Fair | Good | Excellent |
| B. | Ability to get along with others | Poor | Fair | Good | Excellent |
| C. | Participation in community affairs | Poor | Fair | Good | Excellent |
| D. | Ability to make friends and meet people | Poor | Fair | Good | Excellent |
| E. | Ability to get along with my family | Poor | Fair | Good | Excellent |
| F. | Ability to get along with my boss and workers | Poor | Fair | Good | Excellent |

I would like a copy of the results of this follow-up ☐

I prefer not to answer this ☐

## Department of Corrections
## Trainee Progress Report

Name ________________ (1-10) Number ________________ (11-16) Parole Date ________ (17-22)

Vocational Training Received In ________________ (Trade - CDC 153) (23-26)

Industrial Training Received In ________________ (Trade - CDC 153A) (27-30)

---

Institution of Release ________________ Unit to which Paroled ________ (34-35)

Number of Months between termination of Vocational Training and Parole ________ (36-37)

Number of Months between termination of Industrial Training and Parole ________ (38-39)

(All information above this line to be completed by Records Officer.)

---

The following information will be completed by the Unit Parole Agent 6 months after the parole date and mailed to: CORRECTIONAL INDUSTRIES - Statistician, 1020 12th Street, Sacramento, California 95814

---

INITIAL EMPLOYMENT OBTAINED THROUGH: (Write appropriate number in space below.)

1. Self
2. Family
3. TAC
4. Friend
5. Previous Employer
6. H.R.D.
7. Parole Agent
8. Foreman or Vocational Instr.
9. Other (specify)

________________ (40)

---

RELEASE STATUS: From Column A select appropriate number and place in square under A.
From Column B select appropriate number and place in square under B.

| Column A | A | B | Column B |
|---|---|---|---|
| 1. Fully employed | | | 1. In trade of training |
| 2. Partial or Part-time | ☐ | ☐ | 2. Related trade |
| 3. School or Training | | | 3. Neither of above |
| 4. Unemployed | | | |
| 5. Custody or other (including PAL or RAL) | | | |

________________ (41-42)

First Employer: Name ________________ Address ________________

Salary (hourly) ________________ (43-46) Job Title ________________ (47-50)

---

JOB 6 MONTHS AFTER PAROLE

| Column A | A | B | Column B |
|---|---|---|---|
| 1. Fully employed | | | 1. In trade of training |
| 2. Partial or Part-time | ☐ | ☐ | 2. Related trade |
| 3. School or Training | | | 3. Neither of above |
| 4. Unemployed | | | |
| 5. Custody or other (including PAL or RAL) | | | |

________________ (51-52)

Employer: Name ________________ Address ________________

Salary (hourly) ________________ (53-56) Job Title ________________ (57-60)

---

Over-all Adjustment to the Job (write appropriate number in space).

________ (cc: 61) 1. Satisfactory 2. Marginal 3. Unsatisfactory

Over-all Social adjustment (write appropriate number in space).

________ (cc: 62) 1. Satisfactory 2. Marginal 3. Unsatisfactory

If not employed in area of trade training, explain why: ________________

________________

________________ UNIT SUPERVISOR ________________ AGENT ________________ Date of this report (63-68)

## Department of Corrections
## Vocational Recommendations Form

NAME AND NUMBER CDC-128B
BED No. AA/PD

A. SKILL LEVEL UPON ARRIVAL AT C.I.M. ______________________________, 197____

______No current employable skill (NE) Unskilled
______Limited current employable skill (E-1) Limited Skill
______General current employable skill (E-2) Semi-skilled
______Journey man current employable skill (E-3) Skilled

☐ verified ☐ not verified

B. RECOMMENDATIONS A.A. Stipulation

______Attain a limited current employable skill in: _________
______Up-grade ____Maintain current limited employable skills in:
______Up-grade ____Maintain current general employably skills in:
______Utilize and maintain current journeyman employable skills in:

Central File (Original) Educ. File
Supervisor Corr. Educ. Prog. Counselor Inmate

Education Supervisor
CLASS. and SOC. SERV.

DATE

## VOCATIONAL RECOMMENDATIONS

NAME and NUMBER BED No. AA/PD CDC-128B

A. SKILL LEVEL UPON ARRIVAL AT C.I.M. ______________________________, 197____

______No current employable skill (NE) Unskilled
______Limited current employable skill (E-1) Limited Skill
______General current employable skill (E-2) Semi-skilled
______Journeyman current employable skill (E-3) Skilled

☐ verified ☐ not verified

Comments:

B. RECOMMENDATIONS A.A. Stipulation

______Attain a limited current employable skill in:_________
______Up-grade ____Maintain current limited employable skills in:
______Up-grade ____Maintain current general employable skills in:
______Utilize and maintain current journeyman employable skills in:

Central File (Original) Educ. File
Supervisor Corr. Educ. Prog. Counselor Inmate

Education Supervisor
CLASS. and SOC. SERV.

DATE

## VOCATIONAL RECOMMENDATIONS

NAME and NUMBER BED No. AA/PD CDC-128B

A. SKILL LEVEL UPON ARRIVAL AT C.I.M. ______________________________, 197____

______No current employable skill (NE) Unskilled
______Limited current employable skill (E-1) Limited Skill
______General current employable skill (E-2) Semi-skilled
______Journeyman current employable skill (E-3) Skilled

☐ verified ☐ not verified

Comments:

B. RECOMMENDATIONS A.A. Stipulation

______Attain a limited current employable skill in: _________
______Up-grade ____Maintain current limited employable skills in:
______Up-grade ____Maintain current general employable skills in:
______Utilize and maintain current journeyman employable skills in:

Central File (Original) Educ. File
Supervisor Corr. Educ. Prog. Counselor Inmate

Education Supervisor
CLASS. and SOC. SERV.

DATE

# Department of Corrections
## Academic Recommendations Form

NAME and NUMBER BED No. AA/PD CDC-128B

A. ACADEMIC LEVEL UPON ARRIVAL AT C.I.M. ____________________, 197___

Reading . . . . . . . . . . ____________

Arithmetic. . . . . . . . . ____________

Language/Spelling . . . . ____________

Comments:

B. RECOMMENDATIONS A.A. Stipulation

Level 1 _____Basic Elementary Education

Level 2 _____Intermediate Elementary Education

Level 3 _____G.E.D. Equivalency

Level 4 _____Advanced Elementary Education

Level 5 _____High School Completion

Central File (Original) Supervisor Corr. Ed. Prog.
Education File Counselor Inmate

Education Supervisor

DATE ACADEMIC RECOMMENDATIONS CLASS. and SOC. SERV.

---

NAME and NUMBER BED No. AA/PD CDC-128B

A. ACADEMIC LEVEL UPON ARRIVAL AT C.I.M. ____________________, 197___

Reading . . . . . . . . . . ____________

Arithmetic. . . . . . . . . ____________

Language/Spelling . . . . ____________

Comments:

B. RECOMMENDATIONS A.A. Stipulation

Level 1 _____Basic Elementary Education

Level 2 _____Intermediate Elementary Education

Level 3 _____G.E.D. Equivalency

Level 4 _____Advanced Elementary Education

Level 5 _____High School Completion

Central File (Original) Supervisor Corr. Ed. Prog.
Education File Counselor Inmate

Education Supervisor

DATE ACADEMIC RECOMMENDATIONS CLASS. and SOC. SERV.

---

NAME and NUMBER BED No. AA/PD CDC-128B

A. ACADEMIC LEVEL UPON ARRIVAL AT C.I.M. ____________________, 197___

Reading . . . . . . . . . . ____________

Arithmetic. . . . . . . . . ____________

Language/Spelling . . . . ____________

Comments:

B. RECOMMENDATIONS A.A. Stipulation

Level 1 _____Basic Elementray Education

Level 2 _____Intermediate Elementary Education

Level 3 _____G.E.D. Equivalency

Level 4 _____Advanced Elementary Education

Level 5 _____High School Completion

Central File (Original) Supervisor Corr. Ed. Prog.
Education File Counselor Inmate

Education Supervisor

DATE ACADEMIC RECOMMENDATIONS CLASS. and SOC. SERV.

## Department of Corrections
## Client Form

Do not remove from Central File until inmate Transfers, Paroles, Discharges or is Deceased. FORWARD TO C.I.M. RESEARCH.

## CALIFORNIA INSTITUTION FOR MEN COMPLEX

(   ) Repeater at
C.I.M. since 1/1/73

Number ____________ Name ________________ Ethnic Gp. ________ Age ____

Adult Authority Date ________ Parol Date _________ Date Paroled __________

Date Arrived at C.I.M. ___________ Length of Time at C.I.M. _____________

Assignment ____________________ Assignment ________________________

Assignment ____________________ Assignment ________________________

Assignment ____________________ Assignment ________________________

| | Arri. | 3 mo. Prog. Rpt. | 6 mo. Prog. Rpt. | 9 mo. Prog. Rpt. | Adult Auth. | Parole | Eval. |
|---|---|---|---|---|---|---|---|
| I. SKILL LEVEL (Vocational)<br>No current employable skill | | | | | | | |
| Current employable skill (limited area) | | | | | | | |
| Current employable skill (less than journeyman) | | | | | | | |
| Current employable skill (Journeyman level) | | | | | | | |
| Current employable skill utilized<br>Instructor/Aide<br>Maintenance/Industry/etc. | | | | | | | |
| SKILL "V" - verified (   )<br>SKILL "NV" - not verified (   ) | | | | | | | |
| II. ACADEMIC LEVEL<br>Reading/Writing/Speaking | | | | | | | |
| Arithmetic/Mathematics | | | | | | | |
| Language/Spelling/Grammar | | | | | | | |
| Basic Elementary level 1 | | | | | | | |

|  | Arri. | 3 mo. Prog. Rpt. | 6 mo. Prog. Rpt. | 9 mo. Prog. Rpt. | Adult Auth. | Parole | Eval. |
|---|---|---|---|---|---|---|---|
| Intermediate Elementary level 2 |  |  |  |  |  |  |  |
| Adv. Elementary level 3 |  |  |  |  |  |  |  |
| G.E.D. Equivalent level 4 |  |  |  |  |  |  |  |
| H/S Completion level 5 |  |  |  |  |  |  |  |
| III. ATTITUDE (Overall)<br>Adaptability |  |  |  |  |  |  |  |
| Conduct |  |  |  |  |  |  |  |
| Cooperation |  |  |  |  |  |  |  |
| Dependability |  |  |  |  |  |  |  |
| Effort |  |  |  |  |  |  |  |
| Initiative |  |  |  |  |  |  |  |
| 128-A, B, D, E, F, G, L<br>101, 115 |  |  |  |  |  |  |  |
| IV. SUBGOALS<br>Drivers' License |  |  |  |  |  |  |  |
| Social Security Card |  |  |  |  |  |  |  |
| Old Age Pension Application |  |  |  |  |  |  |  |
| Traffic Citations Cleared |  |  |  |  |  |  |  |
| Holds Cleared |  |  |  |  |  |  |  |
| Handtools D.V.R. Referral |  |  |  |  |  |  |  |
| Union Clarification Membership Stat. |  |  |  |  |  |  |  |
| Referral to D.V.R. |  |  |  |  |  |  |  |
| Professional License |  |  |  |  |  |  |  |
| Aide to Totally Disabled |  |  |  |  |  |  |  |
| Aide to the Blind |  |  |  |  |  |  |  |
| Veteran's Benefits |  |  |  |  |  |  |  |

# Glossary of Terms

## Career Education

A comprehensive educational program focused on careers which begins in grade 1 or earlier and continues through the adult years. Career education not only provides job information and skill development but also helps students to develop attitudes about the personal, psychological, social, and economic significance of work.

California Personnel and Guidance Monograph 5/1972

A comprehensive systematic and cohesive plan of learning organized in such a manner that youth at all grade levels in the public schools will have continuous and abundant opportunity to acquire useful information about the occupational structure of the economy, the alternatives of career choice, the obligations of individual and productive involvement in the total work force, the intelligent determination of personal capabilities and aspirations, the requisites of all occupations, and opportunities to prepare for gainful employment.

Dr. Sidney P. Marland, U.S. Commissioner of Education

## Evaluation

Educational evaluation is the process of obtaining the kinds of information that will be helpful in developing, implementing, and improving educational programs and determining the actual outcomes derived from the programs. The evaluative process includes determining the decision areas of concern and selecting, collecting and analyzing appropriate data in order to report information to decision makers in choosing between alternatives.

Alkin, et al., U.C.L.A. Center for the Study of Evaluation

## Career Development

Planning, implementing, achieving sensibly sequenced career goals leading to increased proficiency, responsibility and satisfaction. This is a life-long process.

## Employable Skill

Attaining a level of skill in a craft or profession that satisfies a need or needs of the employer. This is not a job entry level but rather a level in which the client can perform the basic jobs skills needed by the employer--at least in a limited segment of that overall trade on craft.

Job

A group of similar positions in a single plant, business establishment, educational institution or other organization. One or many persons may be employed in the same job.

Career Monograph #5

Skill

A developed aptitude on ability relating to a specific job or occupation.

Career Monograph #5

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